



## Report

Government of the Northwest  
Territories  
Human Resource Management  
Study

December, 2000





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## ***Executive Summary***

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### **A. Introduction**

The Government of the Northwest Territories ("GNWT") has, like other jurisdictions in Canada, endured a number of changes in recent years, including a major restructuring of the public service, both before and after division. With the many changes which have taken place, there has been increasing public interest in the human resource functions undertaken within the GNWT, especially with regard to the apparent inability of the Affirmative Action Policy to deliver the expected results, the perceived cost and number of GNWT personnel providing human resource services, and the various disparities in delivery of human resource functions. It has been suggested that the GNWT would benefit from a centralised co-ordinating body, such as a Public Service Commission.

As a result, the GNWT contracted with Grant Thornton LLP to carry out a comprehensive study on the state of human resource management across the GNWT and recommend options for improvement, including affirmative action results and consideration of a Public Service Commission model. The information contained in the report was developed from extensive interviews with some Cabinet Ministers, many MLA's, all Deputy Ministers, all human resource managers, Union of Northern Workers and NWT Teachers' Association representatives and a variety of other personnel in Central Agencies, Headquarters, the Regions and in Boards and Agencies. We also spoke extensively to other Canadian federal and provincial jurisdictions.

### **B. Key Findings and Conclusions**

Overall, we found that human resource management is of keen interest to all of the people we spoke to: from MLA's, Deputy Ministers, to human resource practitioners, to program directors in headquarters and the regions. There is a widespread view—voiced by many MLA's—that the existing system is not functioning as effectively as it should and that the disbandment of the former Department of Personnel has led to a deterioration in the quality of human resource management. In particular:

- The apparent lack of fairness in the treatment of employees or potential employees within the public service and the lack of advancement opportunities, coupled with an appeal process which is perceived as not conducive to an independent and fair hearing

- Inconsistencies in the application of human resource policies and no overall government-wide monitoring of the recruitment process, or of departments' overall adherence to human resource policy
- Increases in the cost of human resource administration, despite the fall in the size of the overall public service
- A lack of commitment to Affirmative Action evidenced by a perceived lack of progress in recent years in the employment of Priority 1 candidates generally
- Inadequate levels of human resource support offered in the regions.

However, although our review identified a number of areas where these concerns are valid and where significant improvements could be made, there are many areas where the existing practices are sound. Our principal findings are:

- There is no comprehensive human resource strategy and this has inhibited the GNWT from taking a co-ordinated, proactive stance to dealing with human resource management issues. Given the challenges that exist for attracting and retaining personnel, this is especially important. This failing is compounded by the absence of any corporate wide human resource planning, which means that it is not clear at any one time what human resource needs exist.
- There is a need for strong political commitment to effective human resources across the GNWT. A number of issues have been raised and investigated in recent years, but they have not been dealt with effectively—primarily because of a perceived lack of commitment.
- The employment climate in the NWT—and across Canada—is changing considerably and, unlike just a few years ago, the GNWT is no longer the employer of choice. This means that it has to work especially hard to attract and retain good personnel.
- There has been inconsistency in the treatment of employees between departments, reflecting perhaps different levels of expertise involved or varying policy interpretations
- The appeals process is not seen as transparent and has led to some common misperceptions about its fairness
- There is a dearth of human resource expertise in some areas in the GNWT, especially in the regions, which results in poor advice being given, inconsistent approaches to similar issues being taken, and sometimes certain activities getting overlooked. There is no regular monitoring function which would identify—and assist in rectifying—these shortcomings.
- Notwithstanding the fragmentation that arises from an absence of a centralized, coordinated approach to human resource management, a number of positive activities are taking place in departments, which include strengthening results from affirmative action, sound mentoring, and beneficial training.

*Government of the Northwest Territories: Human Resource Management Study*  
*I. Executive Summary (Cont'd)*

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- There is an absence of timely and comprehensive reporting on human resource matters, which tends to lead to a commonly held perception that there is little accountability for human resource management within the existing structure.
- The Affirmative Action Policy has had mixed results but employment of Indigenous Aboriginal (Priority One) people has improved over the past five years, especially when it is recognized that many jobs in those job categories that employed high percentages of Priority One candidates, such as trades persons and fire fighters, have been outsourced. Even though many of these types of jobs were in regions, regions are still achieving near to equal representation in the work force overall while Yellowknife is much lower. Other affirmative action results—in the areas of women employed in management positions or non-traditional occupations—have also been positive. However, given present employment and labour supply trends, the real challenge is for education levels of various groups to be improved to take advantage of the increasing opportunities. There are not enough Priority One candidates with university education to fill the jobs that are available.
- Some of the greatest human resource challenges are beginning, and will continue, to arise in Health and Education Boards where difficulties in recruitment and retention are growing. The level of human resource support provided to these boards varies.
- There is a variable level of commitment towards training and development. At the same time, there is an absence of any coordinated coaching and mentoring, and no real culture of informal coaching and mentoring, although some coaching is carried out on an ad hoc basis. This has diminished the capabilities and skills of many public servants and inhibited their ability for career progression.
- There is a widespread view that appeals are dealt with in too much secrecy and that this may lead to a perception of unfair treatment; greater openness, transparency and independence is advocated. However, the number of appeals has been decreasing.
- In a survey of seven jurisdictions across Canada, we looked at the human resource management practices and, in particular, the method of organisation. From our review, it is clear that most operate within a decentralized environment. Furthermore, the trend is to greater decentralization, while using different central models to provide a policy framework, ensure consistency and, especially importantly, to enhance accountability. Although there is a perception that a Public Service Commission is in widespread use, a true, arm's length Commission exists in only two jurisdictions we surveyed. Although others have the word "Commission" in their title they tend to operate as arms of the public service, headed by a public servant and responsible to Ministers.
- Although we have identified a number of advantages to establishing a Public Service Commission, there are also numerous disadvantages—including the concern that many of the human resource issues which need to be dealt with could be better and more effectively addressed, without establishing another bureaucratic and costly entity.

However, we have concluded that an independent body should deal with the appeals process.

### C. Recommendations

Given the number of issues raised and findings developed, we have made the following key recommendations:

- As a prerequisite, a comprehensive human resource strategy should be developed for the GNWT. We have suggested that it is pulled together by an existing Deputy Minister Committee, the Human Resource Task Force, under the direction of government, and that it consider the views of various stakeholders.
- The Affirmative Action Policy should be eliminated and replaced with a focused, targeted approach to be called Employment Equity. There is a need for greater recognition that continued, overt action is required to foster an environment of Employment Equity. Programs that focus on encouraging Northerners to finish university and entry-level programs for high school graduates should be developed. The reports should continue to be prepared but move away from head counts of employees to achievement in hiring and training and support of Northerners in higher education.
- There should be an independent appeals function established. Given the size of the GNWT we have not recommended that this be a separate Commission, but that this be established as a separate unit within the proposed Human Rights Commission. It would hear and review appeals and pass judgment, with its findings becoming public—subject to compliance with Access to Information and Protection of Privacy legislation.
- Critical human resource personnel should be grouped together, in "clusters", in the regions as an attempt to develop critical mass. These clusters could be part of one department and serve many others, operating within defined boundaries and agreed service levels. Certain other human resource functions—such as benefits administration—may be required as a central function to provide a consistent level of service throughout the GNWT.
- A champion for human resource management should be identified, who would take responsibility for co-ordinating the key future human resource initiatives. Given the different roles envisaged, we have recommended that this function reside within Corporate Human Resources—as a Centre of HR Excellence—and that other roles and responsibilities be clarified.
- A program should be established which identifies and results in the GNWT as an "employer of choice". Such a program would espouse the advantages of working

for the GNWT and would be actively promoted across the NWT and in Southern Canada.

- Technology should be utilised to support human resource management, especially for training and for dissemination of information. This would use the Internet for such things as web based training, recruitment, and performance appraisals. Any initiatives in this area should be aligned with the GNWT's new Knowledge Management Strategy.
- There is a need for greater focus on accountability and transparency for human resources, including more timely and complete reporting, in a consistent manner; and establishing and publishing goals, objectives and measurable results, as well as holding those responsible for ensuring the human resource objectives are accomplished.
- An increased emphasis should be placed on training and development across the public service, and a commitment made to personnel development at all levels. At the same time, a program should be established for effective succession planning—again, at all levels—across the GNWT.

Once the recommendations have been considered, and an implementation plan produced, there should be a communication plan developed propounding the new approach to human resource management within the GNWT.



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## ***II. Introduction***

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### **A. Background to the Review**

In recent years, governments at all levels across Canada have been subject to unprecedented forces that have caused them to change the way programs and services are designed and delivered. This has resulted from a number of factors: a trend to smaller government, structural changes, ongoing fiscal restraints, and impacts of new technologies. During this period of ongoing and significant change, the public service has been forced to make major adjustments. The size, composition, skill sets and ability to change have all been called into question.

The Government of the Northwest Territories ("GNWT") has not been immune from this change, since it has seen a major restructuring of the public service, both before and after division. Included in the restructuring was the disbandment, in 1992/93, of the Department of Personnel. Whereas most Human Resource functions had been centralized within this department, the various human resource functions became dispersed across government departments and central agencies. At the same time, there has been an increasing interest in employing more northerners in the public service, especially those identified within Affirmative Action policies.

With the many changes which have taken place, there has been increasing public concern over the way in which the human resource functions are being undertaken within the GNWT, especially with regard to the apparent inability of the Affirmative Action Policy to deliver the expected results, the perceived cost and size of the GNWT personnel providing human resource services, and the various disparities in delivery of human resource functions. At the same time, it has been suggested that the GNWT would benefit from a centralised co-ordinating body, such as a Public Service Commission.

As a result, the GNWT contracted with Grant Thornton LLP to carry out a comprehensive study on the state of human resource management across the GNWT and recommend options for improvement, including affirmative action results and consideration of a Public Service Commission model.

### **B. Terms of Reference**

Because of the issues identified above, the GNWT desired a comprehensive study which assessed the existing human resource practices and resources within the GNWT, both in central agencies and in departments; considered the human resource practices in other jurisdictions; and considered alternative ways of delivery of human resource management services, as well as make realistic recommendations for future improvement to the GNWT's human resource management.



In particular, the scope of the review was to undertake:

- A comprehensive review of the existing, delegated human resource management system across the GNWT, including the roles and responsibilities of the Departments, both in headquarters and the regions, and the central agencies—including the nature and level of work being carried out, the consistency of processes in place, and the underlying effectiveness of the management systems and processes;
- An analysis of the effectiveness of the delegation of the functions carried out within the GNWT, including those carried out by human resource practitioners in Departments, by the Executive, by FMBS and by various Boards;
- An assessment of the level of the resources deployed within the GNWT to administer human resources;
- To identify potential areas of strength and weakness in relation to the existing structure, and to the goals and objectives of the GNWT, and to propose ways to deal effectively with the existing weaknesses and to capitalize on the existing strengths, including the cost/benefit of implementing a Public Service Commission in the GNWT;
- An examination of practices in other jurisdictions, across Canada, with a view to recommending the best practices for adoption in the GNWT;
- A detailed review of the concerns expressed by MLA's recently and consider the options proposed and ensure that all issues identified have been appropriately considered and addressed;
- To make recommendations for improvement to the delivery of human resource management across GNWT—including consideration of the costs and benefits of implementing a Public Service Commission type model in the GNWT—which would address the weaknesses identified.

## **C. Methodology Employed**

The approach used in this study can be broken down into four primary stages, which are outlined in more detail below.

### **C.1 Orientation and Project Planning**

Initially, it was necessary to establish a solid, factual understanding of the GNWT's overall human resource management systems and processes, as well as a review of legislation and policies in existence. This level of understanding was obtained through a preliminary review of documentation (e.g., legislation, policies and internal reports) as

well as a field trip to Yellowknife during which a series of scoping interviews were carried out. A detailed work-plan was prepared and reviewed with a Deputy Minister Steering Committee.

## **C.2 Data collection and consolidation**

The main data collection effort comprised:

- An examination of relevant legislation, policies, planning and background material, including the Public Service Act, the Human Resources Policies, Financial Management Board Policy on Affirmative Action; 1999/2000 Human Resource Plans; Affirmative Action Annual Reports and Policy Reviews; Public Service Annual reports; various broad government policies<sup>1</sup>, and various government reports and documents from 1990 to 2000 on personnel management, affirmative action and employment equity
- Over 50 interviews with a number of MLA's, all Deputy Ministers, human resource administrators in Departments and in Boards, various Board administrators, those responsible for human resource issues in central agencies—the Executive and FMBS—and some Departmental directors. Most of the interviews were face to face in either Yellowknife or Inuvik; some telephone interviews were carried out with HR personnel in Fort Smith
- Assessing practices in other jurisdictions, especially those with PSC-type models; this was done through interviews, Internet research and document reviews

## **C.3 Data analysis**

The information that was collected through our interviews, document reviews, research and other data gathering was then collated and detailed analysis was carried out. From this the findings, conclusions, review of alternatives and recommendations were determined.

## **C.4 Reporting**

Overall, our work was guided by the Steering Committee to whom we provided regular reports on activities undertaken. Both a draft and a final report were prepared for review by the Steering Committee, outlining the scope of the research and interviews carried out, the principal and detailed findings, conclusions, recommendations and proposed next steps.

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<sup>1</sup> Such as *Investing in Our Future, Working Together (1990)*, *Agenda for a New North (1998)*, and the more recent *Towards a Better Tomorrow (2000)*

Grant Thornton LLP would like to thank the many individuals who were willing to participate in this review. Without their invaluable contribution, this project would not have been possible.

### **III. The GNWT Environment**

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#### **A. Introduction and Overview**

##### **A.1 Introduction**

This chapter provides a historical overview of the Government of the NWT and its public service and a description of today's labour market. It is intended to provide a context for the discussion which follows on the evolution of current HR management practice within the GNWT.

In the section which follows, Part B, our purpose is to present the development of Human Resource policy and practise in the context of the political environment. We review the GNWT's move to Yellowknife 1967 in an effort to be closer to its people, to its evolution to an autonomous government with public service representation throughout the breadth of the Territory, through the downsizing required by federal budget cuts and division in the 1990s, and to the emergence of regionally-based self-governments today.

In Part C, we describe the current economic environment in the NWT and its effect on the labour market. Part D considers the current pressures on the public service.

##### **A. 2 Major Trends**

This chapter reveals a number of major trends in governance and program delivery in the NWT which have a significant effect on Human Resource management. In summary these trends are:

- Movement of service delivery of GNWT programs away from the centre. Examples include move from Ottawa to Yellowknife in 1969, decentralization to regions, community transfer/empowerment to municipalities, outsourcing to the private sector, and replacement of Department of Personnel to Human Resource units in Departments.
- Ensuing movement of control and of management of Human Resources away from the centre.
- More employers: GNWT, municipalities, land claim organizations, boards, industry
- More employers of public service members: more boards.

- In the 1990s, a reduction in the public service because of downsizing and outsourcing to the private sector and other organizations.

All of this is seen within an increasingly challenging human resource context, not just in the NWT but Canada wide.

## **B. Four Stages of Development**

### **B.1 The 1970's – Paternalistic and Centralized**

While there was an interdepartmental approach to governing the NWT after it became a territory in 1905 and after resources were discovered in 1920, it wasn't until the 1950's that Canada began to deliver services to the people of the NWT in the same way as it did in the rest of Canada. Federal government policy had changed in the 1950's<sup>2</sup> to a position in support of developing the north's resources and encouraging Aboriginal peoples' participation in the wage economy. At this time, it was accepted that all Canadians should be provided equivalent services including education. Church-run residential schools were funded more intensively than in the past, federal day schools were created, and a few doctors came north.

Until 1967, the NWT's public service was not based in the North. In that year, the Commissioner (Stuart Hodgson) arrived with civil servants, who were formerly located in Ottawa. While there was an NWT Council (now known as the Legislative Assembly), it did not meet often and it did not choose its own Speaker or its own Ministers. Between 1967 and 1975 an Executive Committee led by the federally appointed Commissioner and other bureaucrats directed the government. It was a busy time with the development of infrastructure such as schools, roads and other necessary community service facilities for the NWT.

During this period, government staff was recruited—mainly from southern Canada—and relocated throughout the NWT by the Personnel Department. Human Resource positions including engineers, architects, planners and accountants were advertised and potential incumbents were attracted with generous salaries, vacation travel allowances and subsidized housing to develop the Territory. Teachers, adult educators and social workers were also attracted to work to help improve opportunities for the northern, predominantly aboriginal, population. By this time, Aboriginal northerners had also graduated from the federal schools that had been built in the late fifties and the Government of the NWT hired some of these graduates.

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<sup>2</sup> Dickerson *Whose North?*

However, many aboriginal people chose to work to renegotiate their peoples' relationships with the federal government, rather than to work within the Government of the NWT or to seek elected office in the NWT Council. Aboriginal people formed their own organizations including the Indian Brotherhood of the NWT (now Dene Nation), the Committee for Original Peoples' Entitlement, the Inuit Tapirisat of Canada, and the Metis Association of the NWT. As political awareness increased and organizations began seeking to negotiate new arrangements with Ottawa through land claims, aboriginal people chose towards the end of the 1970's to seek elected office in the Legislative Assembly and to become involved in shaping territorial government plans and policies.

There was increasing demand on government, the major employer in the NWT, to hire more Aboriginal people. Aboriginal people wanted to receive the same benefits and advantages as southern-hired government employees. As well, the Government of the NWT could reduce recruitment costs significantly by hiring people in the North. In 1973, the Commissioner of the day (Hodgson) set up a task force on personnel policies. Its report made several specific recommendations that laid the foundation for the future Native Employment policy. That same year, an Office of Native Employment was created within the Department of Personnel and given the mandate of encouraging greater participation of Aboriginal people in the Public Service. The role of the Office of Native Employment included determining the employment needs of aboriginal people and providing them with counselling and special training. The Office was also required to maintain accurate Aboriginal employment statistics. By 1980, 27% of GNWT public service employees were Indigenous Aboriginal (aboriginal people born in the Northwest Territories).<sup>3</sup> The GNWT had 70 trainee positions representing about 3% of positions.

## **B.2 The 1980s— Autonomy, Devolution and Decentralization**

By 1979, there were three elected Members of the Legislative Assembly serving on the GNWT's executive committee, with responsibility for specific departmental portfolios including social development and economic development. During the early 1980's the executive committee became an executive council led by an elected member of the Legislative Assembly, and the Commissioner's role gradually become more ceremonial, similar to the role of Lieutenant Governor in the provinces. All executive council members were elected members of the Legislative Assembly and resident in the NWT. At the request of the Legislative Assembly, the federal Cabinet commissioned a review of the North's political development, to see what had changed since the Carrothers Report looked at the NWT's development in the 1960's. "Government in the NWT has not emerged from the grass roots," said the Drury Report in the late 1970's. "The result is that government in the NWT tends to be centralized." The decentralization recommended by the report began with development of local government including hamlets, local education authorities, health boards and regional government organizations. The 1980's saw unprecedented growth in the territorial public service with person years increasing

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<sup>3</sup> GNWT Annual Report. 1980. p. 35.



from 2,845 in 1979 to 6,140 in 1989. Intra territorial road construction programs, forest management and fire suppression, and most health programs were transferred from the federal to the NWT government, making the Government of the NWT the single largest employer in the NWT.

Employment of aboriginal people continued to be an issue of particular concern. The 1989 NWT Labour Force Survey indicated that the participation rate in the labour force was 56% for Aboriginal people as compared to 88% for non-aboriginals. While assistance and preference had been given to Aboriginal people since 1973 and a formal Native Employment Policy adopted in 1985, more emphasis on recruiting aboriginal peoples was identified as an important political priority. In March 1989, a new Affirmative Action Policy was approved that gave first priority to qualified Indigenous Affirmative Action candidates. Other categories were added for resident disabled persons, Indigenous Non-Aboriginal people, and for resident women pursuing employment in management and non-traditional occupations.

### **B.3 The 1990s– Downsizing**

In 1990, the original Dene-Metis comprehensive land claim had developed into many smaller land claim groups, and in the Mackenzie Delta region, the Gwich'in and Sahtu Dene began to negotiate their own claims, following the pattern set by the Inuvialuit claim in the 1980's. By the 1990s, the concept of decentralization had evolved into a formal GNWT policy known as the Community Transfer Initiative (1994-95) and Community Empowerment (1996). Under these policies, some municipalities and Treaty groups took over delivery of services to their communities and regions. Some Executive Service officers, and Renewable Resource Officers and Economic Development officers, were transferred to municipalities.

The 1994 Public Service Annual Report charts steady gradual Aboriginal employment growth to 37% in 1994. That year, as provided for in the 1989 policy, an Affirmative Action Policy Review Task Group was established to determine whether the policy was meeting its objectives of hiring and retaining a representative Public Service Workforce. A report was presented to the Standing Committee on Government Operations in 1996 but it was never tabled.

Also, across NWT and the rest of Canada, the 1990s were a time of funding cuts and downsizing. Changes were made to housing and vacation travel assistance that reduced GNWT costs. As well, structural changes took place in how personnel functions were handled within the Government of the Northwest Territories. In May 1993, Cabinet approved the transfer of Job Evaluation, Labour Relations, Human Resource Planning and Employee Services from the Department of Personnel to the Financial Management Board Secretariat. In 1995, the Department of Personnel was disbanded and many of its functions placed within the government's program departments. A Personnel Secretariat was established within the Department of Executive and given some limited co-

ordination functions. The reasons given for this significant change in the treatment of the human resource function in the GNWT were as follows:

- Empowerment to the line Ministries, reflecting the territorial trend toward devolution and local decision-making
- Better human resource decisions resulting from closer linkages to the field (or customer)
- An overall savings of 19 positions and \$1.3 million with the reduction of Human Resource positions from 34 to 5 (the public service in total was downsized by 20%).

Some functions that were transferred to a central Personnel Secretariat (which later evolved into the Corporate Human Resources office) and FMBS were transferred without any dollars attached. This lack of funding for positions may be why government-wide initiatives including training and planning have not been completed.

Notwithstanding the considerable change in the context of Affirmative Action, the Workforce Report on Affirmative Action Policy Review Task concluded its work and presented its findings to the Standing Committee on Government Operations in June 1996. The Report concluded that the Affirmative Action Policy was still relevant, for the most part, and made 28 recommendations for improvement. However there was no comprehensive response to the report.

The last half of the 1990's continued to be a time of cost reduction and rationalization of government service and, among other things, this led to outsourcing of services such as trades and translation, positions which had been held primarily by Aboriginal people.

In the spring of 1997, a special "Working Group on Affirmative Action and Human Resources Management" established by the Legislature's Standing Committee on Government Operations recommended broadening the focus from affirmative action to employment equity. This report, tabled in June 1997, suggested the need for a broad, strategic implementation framework including training, development, and support structures necessary for the successful recruitment, retention and advancement of targeted employees. The Legislative Assembly did not act on this report.

#### **B.4 2000-Post- Division**

In 1999 with the creation of Nunavut, the Northwest Territories recreated itself yet again. This old, and yet new, territory comprises a population of about 42,000 who live mostly in the city of Yellowknife and the larger regional centres of Inuvik, Fort Smith and Hay River, evenly divided between aboriginal and non-aboriginal ancestry. A government,



which at its largest had more than 6,000 employees, had 4,100<sup>4</sup> before creation of the new territory and 2,749 (excluding health boards) after.

A present trend is that the Government of the NWT is not the major employer it once was: there are six distinct land claim groups within this new Northwest Territories and emerging self-governments are quickly evolving and changing governance structures within the NWT. As well, local and community governments in the NWT have taken on more responsibilities both in terms of community empowerment and picking up the delivery of services that have been privatized. Also, as is shown below, the private sector is expanding and is attracting both Aboriginal and Non-Aboriginal employees.

Another concurrent trend is the need for efficient delivery of health and social programs and education and employment training across the NWT to respond to the NWT's serious and pressing social needs. Recruitment and retention among health care professionals is a problem for most Canadian jurisdictions. Recent studies show evidence that without some intervention, there could be a serious shortage of nurses and doctors within the next decade. Physicians are staying in larger centres or pursuing specialties rather than moving to rural practices. These trends have serious implications for the NWT system, particularly when the system is already experiencing shortages.<sup>5</sup>

In a recent document approved by all members of the Legislative Assembly, "Towards a Better Tomorrow", the Cabinet developed four priorities for action: early childhood development, regional capacity building, the establishment of an economic strategy and the creation of a resource development strategy. For these objectives to be meaningful, it is paramount that Northerners are employed in the process.

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<sup>4</sup>As a general rule, and unless otherwise stated, when we refer to human resource in the GNWT, we are referring to the public service that is defined as including headquarters and regional departmental and central agency staff, as well as health and education boards staff and excluding Workers Compensation Board and YK Education District #1 and 2. Our best source of detailed information on the GNWT public service is the public service annual reports that do not include health boards. Another important source of information is from the NWT Bureau of Statistics, particularly the 199 Labour Force Study which includes a category of NWT residents who identify themselves as employed in Territorial government administration, education services or Health and Social Services. We identify our sources throughout the report.

<sup>5</sup> Recruitment and Retention of Health and Social Service Professionals — A Plan to Address Critical Needs. 1999.

## C. The Changing Labour Market

### C.1 Overview

In order to identify potential challenges for the GNWT with regard to recruiting and retaining staff, it is useful to look at the existing and anticipated NWT labour market. As discussed in the previous section, the GNWT has been the North's largest employer for the past three decades. In 1986, Government employment made up about 46% of all wage employment in the Northwest Territories ("NWT") and in 1996, it made up about 40% of the sector entitled "Government, Health and Education" but it may not continue to be such a dominant employer. Now and in the next decade, employment in health and education, seems likely to increase, given the NWT's relatively young population, high birth rate and small, but rapidly growing, senior population. At the same time, municipalities, other community and land claim organizations will likely have increased needs for employees.

There will also be growth in the private sector. Presently there are two gold mines in NWT, one diamond mine in operation, a second under construction and a third planned, as well as a diamond sorting and cutting industry. Oil and gas exploration activities are increasing, and a natural gas pipeline is a possibility as is eventual gas production. It is anticipated these activities and the growth of businesses to support these activities will provide employment opportunities for qualified northerners.

In the future, it is likely that there will be significant competition to recruit employees. As well, the GNWT may not be the most attractive employer in terms of opportunities for growth and advancement and/or in terms of pay and benefits, due to

- Private sector direct and indirect growth leading to other employment opportunities
- Generous pay and benefits provided by companies in mineral and oil and gas exploration and production

### C.2 Labour Demand

There have been a number of estimates undertaken to determine future labour demand. One recent assessment<sup>6</sup> suggests that there will be 7000 more jobs in the NWT by 2010, comprising:

- 3,400 jobs in a wide range of occupational activities particularly sales and service, business, finance and administration, and social science, education and

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<sup>6</sup> A presentation on "Labour Demand in the Northwest Territories 2000-2010", by chief territorial statistician David Stewart of the Bureau of Statistics at a recent Career Development conference sponsored by Education, Culture and Employment.

government. (based on the expected replacement of existing employees as part of regular employee turnover.)

- 3,600 more employment opportunities in a wide range of jobs particularly business, finance and administration, sales and service and trades and transport. (based on the operation of two new diamond mines, Mackenzie Delta gas field and pipeline, and secondary diamond activity)

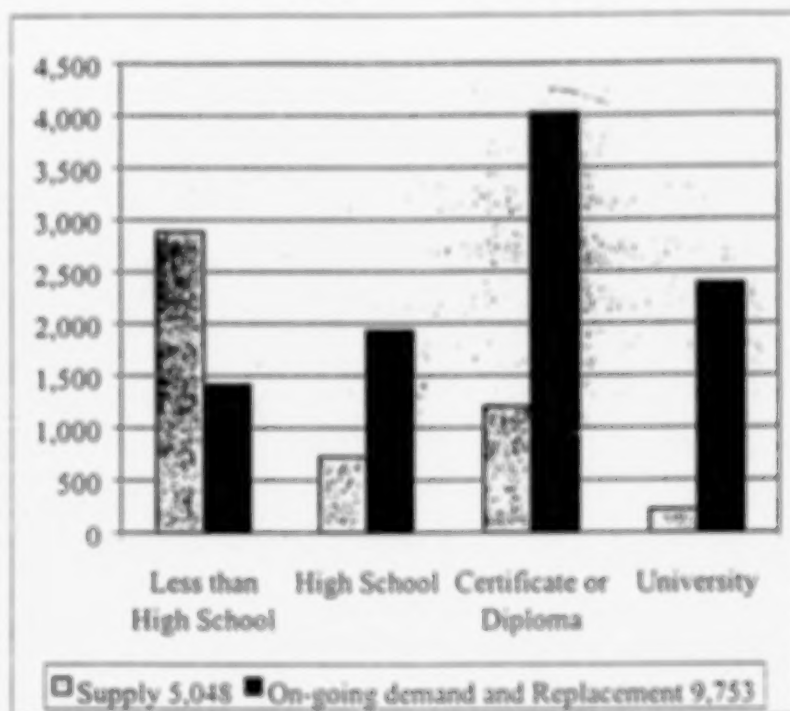
In addition, with any new construction activity, there will be increased employment but, since they will be of short-term duration, jobs from these construction activities have not been included.

### **C.3 Supply Estimates**

The current NWT Labour Force consists of about 30,000 people. The anticipated supply of available workers is 5,048. If the above estimate of an increased demand of 7,000 workers is close to correct, the demand for workers will far exceed the supply of NWT resident workers.

Exhibit II-1 compares supply and demand by education level. The demand for workers with high school diplomas, college certificates or diplomas, or university degrees will not be able to be met from existing residents. At the same time, there could be a labour surplus of about 1,800 NWT residents who do not have high school diplomas (although these people may find short-term work in the construction sector).

### Exhibit II-1 Labour Market Scenario Demand and Supply



## D. Public Service under Pressure

### D.1 Reduction in Size: Similar mandate

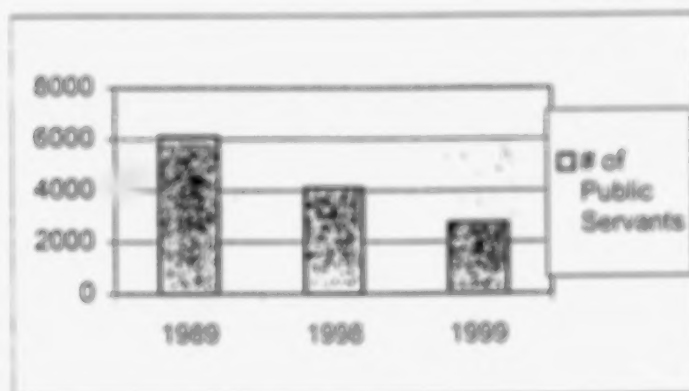
As noted in section B, the GNWT has gone through extensive changes in the last ten years which has placed a great deal of pressure on the GNWT public service. The government changed the way it conducted its business, in common with other jurisdictions across Canada, and refocused on its core activities. This led to contracting out or outsourcing of certain activities, some downsizing, and transfer of responsibilities to municipalities and other organizations. Many of the public service's tasks are being performed by other organizations and businesses. This has reduced the number of employees from 6,140 in 1989 to 4,100 in 1998, as is shown in Exhibit III-3.

However, while division of the old NWT into two territories decreased the public service (excluding boards and agencies) by almost half to 2,749, and reduced the size of the territory and the number of communities in the NWT, many of the public service's responsibilities have not changed. Federal, provincial and intra-territorial relationships

including committee work were not reduced with division, and in fact may have increased, as there is an increased emphasis on partnership work by government at all levels. Specialized areas still need specialist services, despite the smaller population. Examples are legal registries, population health, risk management, tax analysis, apprenticeship registrations, and wildlife biology.

### Exhibit III-3: Effect of Downsizing on the Public Service

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#### D.2 Increased demands

Some activities formerly carried out by federal departments have been transferred to the NWT over the past decade. One example is the Labour Market Development Agreement, under which the GNWT delivers benefits and programs to people on employment insurance. Access to information legislation has also increased the workload of the public service.

Further, like some provincial governments noted in Chapter VI, the GNWT faces greater demands from the public and from the Legislative Assembly for transparency and accountability. This detailed reporting on planning, goals, objectives, activities and particularly outcomes entails extensive preparatory work, most often falling on a reduced headquarters staff. Requests for information from the Legislative Assembly and from members of the public also increase workload.

#### D.3 Regional Demands

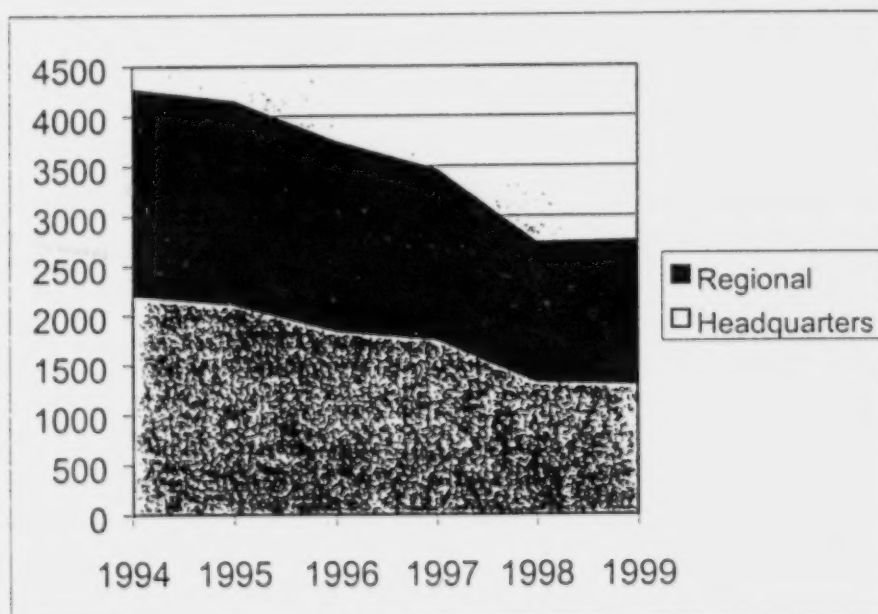
The pressure of dealing with uncontrollable factors such as forced growth in programs that stems from population growth or population health, as well as the need to involve land claim beneficiaries in planning and delivering regional programs, place increased

pressure on both headquarters and regional staff, especially during times of fiscal restraint.

Exhibit III-4 shows how staff has decreased throughout government, and how headquarters has been reduced somewhat more than in the regions. It shows that the total has decreased from 4,264 in 1994 (48% in the regions) to 2,749 in 1999 (53% in the regions). It is understated because regional staff working in Yellowknife is lumped in with Headquarters.

**Exhibit III-4: Total Employees 1994-1999, Inuvik, Fort Smith and Headquarters**

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### D.3 Boards assume an increasing employment role

When health board employee numbers are added to the size of the public service reported in the Public Service Annual Report, health and social services boards and education boards comprise 47% of the Public Service.<sup>7</sup> With the forced growth based on population increases in health and education it is possible that Boards may soon employ more

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<sup>7</sup> 1998-1999 Public Service Report figures and current Health Board figures from Department of Health and Social Services



members of the Public Service than departments. (Indeed, if the Yellowknife Education Districts #1 and #2 are included, Boards are already larger employers than departments.)

## **E. Trends in Human Resources**

### **E.1 The North American Labour Market**

The nature of the economy in North America in the last ten years has had a major impact on employment and consequently on human resource practices; employment levels have risen to record highs and unemployment in those industries and occupations in the greatest demand has been minimal. Certain skills have been in increasingly short supply, especially those connected with communications and information technology.

Much of the current workforce in Canada and across North America has not endured a lengthy recession and has not traditionally had to worry about securing employment. The characteristics of this part of the workforce are marked by an increasing reluctance to stay in any job for a lengthy period of time, a desire to try different types of employment, as well as to try different jobs. Employees are more mobile and show no great loyalty to their employer, since increasing challenge, greater variety and higher remuneration are their primary interests.

The rest of the workforce is older and has worked through a recession where lay offs and downsizing were a fact of life. This has meant that loyalties are also not as strong as they once might have been and there is general mobility of the workforce, which has not existed to the same extent hitherto. Taken together, the trends are that it is costing employers increasing amounts to both attract and retain good personnel.

### **E.2 Human Resource Issues**

It has been estimated that, assuming the North American economy does not plunge too dramatically, there will be a major shortage of skilled resources within five years. Indeed for certain positions, where trained resources have not kept up with the international increase in demand (such as high-tech, certain health care workers and some education staff), the shortages are expected to be quite pronounced. Thus, it is likely that—*notwithstanding economic changes*—there will continue to be stiff competition for resources over the medium term.

### **E.3 Government Experiences**

Increasingly, governments in Canada are finding it difficult to attract and retain personnel. The challenges identified with respect to the labour force generally are equally applicable to the public sector. In addition, there have been various studies which show the issues generally within the public sector are increasingly related to human resource management; they also show that specific jurisdictions may also have particular



problems related to such things as morale, the age of the work-force, or the inability to attract skilled resources in a local market.

As a result, the GNWT can expect that the labour force it is hoping to recruit will not only display some of the same characteristics in terms of reduced loyalties and greater mobility, but also will be in great demand elsewhere. This has implications for recruitment and retention strategies, as well as potential resource implications, since it is likely that—in a time of scarce supply— private sector salary levels will increase. Notwithstanding the recent past in the GNWT, where the ability to recruit skilled northerners has become increasingly difficult, there are likely to be greater challenges for attracting employees in years to come.

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<sup>8</sup> Dickerson *Whose North?*

<sup>9</sup> GNWT Annual Report. 1980. p. 35.

<sup>10</sup> We define the public service to include headquarters and regional departmental and central agency staff, as well as health and education boards staff, but exclude Workers Compensation Board and YK Education District #1 and #2.

<sup>11</sup> A presentation on "Labour Demand in the Northwest Territories 2000-2010", by chief territorial statistician David Stewart of the Bureau of Statistics at a recent Career Development conference sponsored by Education, Culture and Employment.

<sup>12</sup> 1998-1999 Public Service Report figures and current Health Board figures from Department of Health and Social Services

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## ***IV. Overview of Human Resource Management in the GNWT***

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### **A. Introduction**

This section describes the structure and systems of Human Resource Management in the NWT. We also describe existing policy, processes and procedures.

Human Resource ("HR") functions in the Government of the NWT are decentralized. Each department has its own HR section within its Corporate Services division. The intent is for these sections to receive functional direction and advice from the Financial Management Board Secretariat and the Corporate Human Resources, in the Department of Executive. In addition, the Department of Education, Culture and Employment hold a budget for the Public Service Career Training Program.

In the last five years those employees responsible for HR functions have had the challenge of a number of demanding initiatives:

- **The new job evaluation system.** In 1996, the GNWT replaced its own classification system with the Hay Job Evaluation System in order to have all GNWT jobs evaluated under one plan.
- **PeopleSoft implementation.** In January 1998, the FMBS decided to replace the old Human Resource and Payroll systems with a single, new flexible integrated system. PeopleSoft software was selected, using a Client/Server environment, and the implementation was completed in 1999. This new system means that all participating departments and boards are working with one system over one logical network.
- **Restructuring.** This has included both recruiting and downsizing related to Division on the NWT, including determining the needs and planning for two public services. There were no precedents for how to divide a territory's assets, debts, institutions and public services, as the last such 'division' in Canada took place in 1905.

As noted earlier, the GNWT had a separate, centralized personnel function before 1990. Human resource functions were transferred to departments so that accountability for management of human, financial and information resources was all in the same department, and this seems to have been reasonably successful. The measure also cut overall costs for government, although not necessarily for the Human Resource function, as departments created new human resource

positions from within their existing funding. Some functions that were transferred to a central Personnel Secretariat (which later evolved into the Corporate Human Resources office) and FMBS were transferred without any dollars attached and this may not have been successful due to the lack of resources for government-wide initiatives.

## **B. Roles and Responsibilities**

The centralized Personnel Department was disbanded in the early 1990's, as was described earlier. It had responsibility for nearly all human resource functions, including recruiting, grievances, training and career development, job evaluation, labour relations, pay and benefits. Beginning in 1993/1994 and continuing over the subsequent two years—with some further clarification in 1998—responsibilities were transferred to: the Financial Management Board Secretariat, Corporate Human Resources in the Department of Executive, and Departments.

### **B.1 Transferred to FMBS**

FMBS is responsible for:

- Compensation –pay plans and positions, job evaluation
- Labour Relations – collective bargaining and interpretations, procedures and advisory services on terms and conditions of employment
- Staffing Appeals
- Pay and Benefits administration— including advice and training for departments
- Regional FMBS staff members are responsible for pay and benefits delivery to the Regions
- Central Human Resource Systems—including PeopleSoft

The GNWT website currently includes human resource planning in FMBS's role, describing the role of FMBS as follows,

FMBS reports to the Minister of Finance. FMBS manages and controls the government's financial, human and information resources. It provides centralized revenue and general accounting, internal audit and program evaluation, pay and benefit services, human resource planning and labour relations services

### **B.2 Transferred to Corporate Human Resource Division – Executive**

Corporate Human Resources is responsible for:

- Staffing-including staffing policy, staffing audits and HR staff training

- Performance Management and Staff Development-including performance competencies, development needs assessment and training staff in CHRS processes
- Human Resource Planning – policy, statistical analysis , training

Corporate Human Resources has also spearheaded meetings of Human Practitioners and prepared Affirmative Action reports, and is currently working on an Affirmative Action reporting format.

HR practitioners rely on the Human Resource Manual developed by FMBS for operational direction. Affirmative Action statistics are prepared by both FMBS for inclusion in the Public Service (Bi) Annual Report and by Corporate Human Resources in annual Affirmative Action reports.

Corporate Human Resources has not completed audits for a few years nor has it been very involved with staff training. Corporate HR is not involved in the HR Plan that is an addendum to the Business Plan. The Division is currently working on :

- An Electronic Orientation program for new employees
- Assessing the Affirmative Action policy
- Developing a government-wide exit interview procedure
- Development of management core competencies although this initiative appears to be on hold

### **B.3 Transferred to Departments**

- Job Evaluation – implementation of job evaluation system
- Labour Relations – grievances to 3rd level, layoffs, dismissals, HR planning, long service awards and retirement
- Employee Benefits – including insurances, documentation, payroll documentation
- Staffing – recruitment, recruitment travel and advertising, for full time and casual staff. Headquarters Human Resources may be responsible for regional staffing or regional staff may do this.
- Human Resource Planning – training and development plans, and Affirmative Action Plans (but this activity is not in the forefront)

Department HR sections are involved in Affirmative Action reporting, leave and attendance, ensuring performance evaluations are completed and sometimes auditing regional hiring processes. Some Departmental HR sections support the HR activities of Boards and Associations, who are funded by their department, i.e. Health and Social

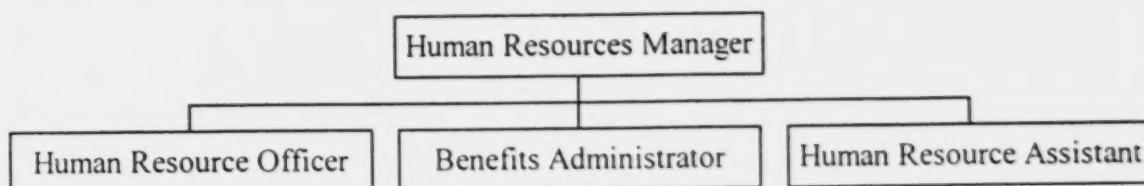
Services and NWT Housing Corporation. Others are involved strictly with departmental staff requirements, e.g. Education, Culture and Employment, and Municipal and Community Affairs.

### C. Structure and Processes

Human Resource Sections are integral in Departments, usually within the Corporate Services Division that reports to the Deputy Minister. A larger Department HR section typically includes a Manager, Personnel Officer, Compensation Administrator and an Administrative Assistant. The Manager and Personnel Clerk look after recruitment and staffing, job description and job evaluation; the Benefits Administrator looks after benefit administration and consultation; the Administration clerk looks after leave and attendance and assists the Benefits Administrator and HR staff. Usually, all HR staff know how to use Peoplesoft and cover for the Benefits Administrator in his or her absence.

#### Exhibit IV-1: Standard Departmental HR Organization

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#### C.1 Variations

- The Executive HR section provides staffing and other services to three departments: the Department of Executive, FMBS and Aboriginal Affairs.
- Health and Social Services HR has a much larger staff contingent and
  - Provides recruitment assistance to Health and Social Services boards that face major challenges in recruiting and retaining certain health care professionals due to national shortages. The section is involved in proactive activities to encourage northerners to enter health care professions;
  - Provides advice to its Health and Social Services Boards on labour relations and other activities;

- Is involved in federal, territorial and provincial committees on health human resource planning;
- Has a developmental position and employs a Junior HR Consultant who is an Affirmative Action (P1) employee.
- HR in the NWT Housing Corporation provides advice and consulting services to Local Housing Organizations including assistance with job evaluation, staffing interview questionnaires, HR planning and interpretations of employment agreements
- In Education Boards, the Director of Education is responsible for staffing without the assistance of Human Resource staff

#### **D. Resources**

In the early 1990's, we understand that there were approximately 114 personnel involved with carrying out personnel functions from the central agencies, primarily the Department of Personnel. At that time, there were no formal human resource functions carried out by departments although, inevitably, a number of activities related to HR, such as planning and appraisal, took place. Since the disbandment of the Personnel Department and the dispersion of functions across government, as well as the proliferation of new entities (such as Boards), it has become more difficult to determine with precision the number of resources involved in human resource activities. However, from a survey carried out with departments and Boards in October 2000, there is an estimate of approximately 112 personnel involved in human resource functions, being 35 in Headquarters and the Yellowknife Region, 10 in the Inuvik and Fort Smith regions, 25 with Boards, and 42 in FMBS and Corporate HR. This total includes estimates of time spent by individuals who do not spend all of their time on human resource matters; for example, if they devote only a quarter of their time on human resources, this has been included as .25 of a person. The estimated salary cost of these personnel totals \$7.8 million. The breakdown is shown in more detail in Exhibit IV-2 overleaf.

IV. Overview of Human Resource Management in the GNWT (Cont'd)

**Exhibit IV-2: Summary of HR resources across the GNWT**

| Department                                    | HUMAN RESOURCES |                    |                      |    | HUMAN RESOURCES |                                 |           |                 | TOTALS    |    |
|-----------------------------------------------|-----------------|--------------------|----------------------|----|-----------------|---------------------------------|-----------|-----------------|-----------|----|
|                                               | Positions       | Headquarters<br>\$ | Regions<br>Positions | \$ | Positions       | Boards & Board<br>Support<br>\$ | Positions | Corporate<br>\$ | Positions | \$ |
| Executive<br>Offices                          | 4.8             | 326,600            | 0                    |    |                 |                                 |           | 5               | 383,400   |    |
| Financial Management<br>Board Secretariat     | 1               | 100,000            | 9                    |    |                 |                                 |           | 37              | 2,540,000 |    |
| Aboriginal Affairs                            | 0.3             | 19,000             | 0                    |    |                 |                                 |           |                 |           |    |
| Finance                                       | 1.2             | 95,000             | 0                    |    |                 |                                 |           |                 |           |    |
| Municipal and Community Affairs               | 2.5             | 198,000            | 0                    |    |                 |                                 |           |                 |           |    |
| Public Works & Services                       | 2.75            | 195,500            | 1                    |    |                 |                                 |           |                 |           |    |
| Education, Culture & Employment               | 2               | 156,000            | 0                    |    |                 |                                 |           |                 |           |    |
| Justice                                       | 5               | 315,243            | 0                    |    |                 |                                 |           |                 |           |    |
| Health & Social Services                      | 2.81            | 180,642            | 0                    |    |                 |                                 | 9         |                 |           |    |
| Transportation                                | 4.8             | 295,450            | 0                    |    |                 |                                 |           |                 |           |    |
| Resources, Wildlife & Economic<br>Development | 3.15            | 241,658            |                      |    |                 |                                 |           |                 |           |    |
| NWT Housing Corporation                       | 4               | 294,211            | 0                    |    |                 |                                 |           |                 |           |    |

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Government of the Northwest Territories: Human Resource Management Study  
IV. Overview of Human Resource Management in the GNWT (Cont'd)

| Department           | HUMAN RESOURCES           |           |           |                      | HUMAN RESOURCES                        |           |           |                        | TOTALS |           |
|----------------------|---------------------------|-----------|-----------|----------------------|----------------------------------------|-----------|-----------|------------------------|--------|-----------|
|                      | Headquarters<br>Positions | \$        | Positions | Regions<br>Positions | Beards & Board<br>Support<br>Positions | \$        | Positions | Corporate<br>Positions | \$     | Positions |
| Legislative Assembly | 0.95                      | 81,000    | 0         |                      |                                        |           |           |                        |        |           |
| All Health Boards    |                           |           |           |                      | 9                                      |           |           |                        |        |           |
| Aurora College       |                           |           |           |                      | 2                                      |           |           |                        |        |           |
| Board of Education   |                           |           |           |                      | 5                                      |           |           |                        |        |           |
| <b>TOTALS</b>        | 35.26                     | 2,498,304 | 10        | 700,000              | 25                                     | 1,750,000 | 42        | 2,924,400              | 112.26 | 7,871,704 |

Notes:

1. Headquarters information received from FMBS
2. Regional, Board and College position information is from individual interviews
3. Total employees includes Public Service 1999 Annual Report with health board employee numbers added
4. Only positions at a Director level and below were apportioned between the categories
5. All figures were checked to ensure they made sense from a salary/position perspective, except for the Regions and Boards, where an average salary figure was used
6. Attempts were also made to reconcile reported staffing levels in Departments with the current phone directory
7. In the case of the Executive, which provides support to FMBS, MAA and Executive Offices, no attempt was made to apportion resources amongst departments
8. The numbers in the Regions and the Boards are less than those provided in other estimates (such as in Hansard, June 22, 2000); we understand the other estimates may have used full positions whereas the above numbers are based on percentages of time dedicated to HR activities; time spent on other HR activities has been excluded

According to these numbers, although the size of government has decreased by over 40%, the number of personnel involved with human resource activities is roughly the same. To some extent, this can be rationalized on the basis of the potential overlap and duplication of functions which tends to occur with decentralization. Decentralization and devolution are quite likely to lead to an increase in overall resources dedicated to similar tasks. There are numerous examples of governments which have decentralized where the number of personnel involved in the decentralized environment is greater than in the former centralized department(s).

## E. Policies

Human Resource practitioners rely on the Human Resource Manual developed and updated by FMBS for direction and clarification of their practices. This manual includes comprehensive information on HR management and applies throughout the GNWT, including its boards and agencies, (except the NWT Power Corporation). The manual contains 16 sections and about 180 directives. The Introduction to the Manual states that:

*"The authority for the program policies, guidelines and procedures described in this manual is found in many sources, for example, the Public Service Act, the Public Service Regulations, Collective Agreements and the policies of the Executive Council."*

The only policy that was referred to by Human Resource staff is Policy 14.03 Affirmative Action that was approved in 1989. This policy sets out the Affirmative Action commitments of the GNWT and is supported by a Regulation. A history of the development of this policy including recommendations for change in the last decade is described in Section II Part B, Background and Development. A policy on Workplace Conflict Resolution was recently approved by Financial Management Board.

The Human Resource Manual is updated regularly and is available on the GNWT website ([www.gov.nt.ca](http://www.gov.nt.ca)). The Human Resource Manual elaborates in detail, required activities and approaches but it does not identify any principles or prevailing value statements. Apart from the Affirmative Action policy, there is no policy to explain the purpose and intent of HR procedures.

## F. Key Activities

### F.1 Recruitment

When recruiting new staff, human resource practitioners follow the directives of the Human Resources Manual. The practitioners description of their recruitment activities indicated that they adhere strictly to the rules and process described in the Human Resource Manual, although recruitment approaches vary somewhat, in some cases based on occupation and/or the market demand of particular occupations. Notwithstanding the

policy, some departments and agencies:

- Use more behavioural questions than others
- Provide more assistance and advice to applicants
- Hire regional staff by telephone interview from Yellowknife
- Use more pro-active methods of recruiting such as advertising, for positions not able to be filled in the NWT, in professional magazines, on personnel websites and attending job fairs in Canada and outside of Canada.

There is general satisfaction on the part of Departments with the delegation of recruitment to them. However, we were informed of some disparities in recruiting practices because of the discretion afforded to departments, which we were unable to verify. Some of the disparity was caused by the lack of entry level positions which was experienced following downsizing and which led to a compression of competencies, in that personnel are now required to complete a wider range of tasks without close supervision.

Some departments are posting jobs on the GNWT website (effective November 2000). Most HR practitioners we spoke to supported the idea of a GNWT website on which all GNWT jobs would be listed. However, some concern was raised and confusion on the legality of posting jobs that were restricted to residents of the Northwest Territories even though there are examples in other jurisdictions (e.g. the Public Service Commission of Canada posts jobs with residential restrictions).

Headquarters HR staff members in departments, including the NWT Housing Corporation, frequently recruit for their regional positions where the interviewing and selection is often carried out by phone. In departments with a larger regional staff, there are HR officers who complete staffing activities. Regional FMBS staff members are occasionally involved in hiring for other departments.

The process of hiring casual employees and summer students is less consistent. The Summer Student Employment Program (SSEP) was established in 1998 within Corporate Human Resources to provide a single location for student to drop off resumes for government-wide distribution and to have a similar single point for departments to access information about students looking for work. Of the 247 students hired in 2000, only 45 were hired as a result of a referral through the SSEP<sup>13</sup>. Next year, there will be a Student website where students can apply for government summer jobs. As well, government departments will be able to access student resumes in a database accessible over the Internet.

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<sup>13</sup> Report of the Student Working Group on Student and Graduate Employment. October, 2000.

We were provided with information from Human Resource practitioners where it did not appear that the most preferred (e.g. a qualified Priority candidate) was necessarily hired. The procedures that Human Resource staff must follow are very rigid. This is supported by a study completed earlier this year, which noted that "individuals involved in the hiring process within the Department (of Finance) estimate that as many as 80% of possibly qualified priority candidates may be screened out due to poor resumes. Further, those who do qualify for interviews are often unsuccessful due to lack of preparedness".<sup>14</sup>

## F.2 Training and Development

Training and Development activities are not coordinated throughout the GNWT and are not always being tracked. Training is the responsibility of individual divisions in departments and human resource sections are often not involved in planning or arranging training and development. Not all departments have specific funds allocated for training. The Legislative Assembly, Workers Compensation Board, NWT Housing Corporation and the Department of Municipal and Community Affairs have specific training funds. In most cases, the funds are held in the various department divisions and regions.

In the past, HR information systems tracked the professional development that each employee participated in. Although the PeopleSoft system has a capacity to track this information, it is not yet set up to collect or provide it.

Few developmental activities are occurring. The Department of Education, Culture and Employment holds funds for the Public Service Career Training Program (PSCTP), and the Apprenticeship Program. This money is to hire and support staff development including the employment and training of trainees and apprentices. A hiring department must match the salary costs of hiring a trainee or apprentice 50/50. In the last three years over \$900,000 of funding has lapsed in each of these programs. The budget for the Apprenticeship program was approximately three million dollars and for PSCTP ranged from \$665,000 in 1997/1998 to \$619,000 in 1999/2000<sup>15</sup>.

Without a comprehensive human resource plan for the entire Government of the NWT, training initiatives tend to be ad hoc. Training initiatives are occurring, nonetheless. Some examples are

- Peoplesoft training – more than 350 individual training courses were provided.

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<sup>14</sup> *Lutra Associates Ltd. An Affirmative Action Strategy for the Department of Finance Government of the Northwest Territories*, p. 26.

<sup>15</sup> *Briefing Note June 16, 2000*

- Career planning programs for Aboriginal employees and women in management and non-traditional employment
- Corrections Entry Level Training
- Support for aboriginal law students through summer employment for three years, mentoring and articling, direct appointments, transfer
- Sending employees to the Career Development Centre for career planning, and aptitude testing
- Partnerships with Bands and other organizations on developmental positions for Affirmative Action staff
  - Community School of Government Courses sometimes accessed by GNWT employees
  - Workers Compensation Board Human Resource Section invited various departmental HR staff to a workshop offered by Queens University
  - A group of trainees in different locations, being provided training by a training co-coordinator
  - Summer student hiring program has provided opportunities for students
  - Certain Aurora College initiatives have been very successful in preparing northern residents for skilled employment; in particular, the following:
    - The Teacher Education program is a three-year program designed to provide, within the N.W.T., an opportunity for Northern residents to enter the teaching profession through a full-time or part-time program. The goal of the program is to train both unilingual and bilingual elementary teachers to teach in the N.W.T and the program consists of course work and internships. The Teacher Education Program also offers an access year, which is designed to assist the student in meeting the admission requirements of the program. Upon successful completion of the program, students are eligible to apply for the Northwest Territories Interim Teaching Certificate. Graduates can complete a fourth year of study at the University of Saskatchewan to receive their Bachelor of Education degree.
    - The Northern Nursing Diploma Program is a two and a half year program that prepares students to enter employment as beginning

practitioners. Graduates who pass the Canadian Nurses Association examinations will be able to be registered in the NWT and effective September 1, 2001, be able to continue with a Bachelor of Science degree or Nurse Practitioner (Masters) program.

- The Natural Resources Technology Program is a two-year diploma program which links opportunities to learn from experience in the field with academic lessons in the classroom and skill training in the laboratory. Graduates of the program are qualified to be technicians and officers in natural resources and entry-level environmental management careers such as wildlife, forestry, environmental protection and parks. The program places emphasis on learning through experience. It is employment oriented and rigorous enough to meet international accreditation standards, yet flexible enough to meet region-specific requirements. NRTP also offers two specializations: one in Forestry and another in Managing Resources in a Land Claims Area.
- Office Administration is a one-year certificate program that trains people for employment as secretaries, receptionists and administrative assistants

### **F.3 Performance Appraisals**

Human Resources staff in most departments are responsible for ensuring that performance evaluations are completed. However, PeopleSoft is not set up to keep track of performance evaluation completion and thus this key information is maintained in another database. Based on our review, it is evident that regular, timely appraisals are not common. Completion rates, which are included in the human resource attachment to the Business Plan range from 30% to 100%.

### **F.4 Pay and Benefits Administration**

Departments have Benefits officers in their Human Resource sections that provide compensation and related services to permanent and casual employees in headquarters offices of those departments. In the regions, the process is different: in the Fort Smith region, two compensation clerks located in FMBS and, in Inuvik region, three Pay and Benefit clerks within FMBS, provide these services to the regional offices of all departments. Other Human Resources staff, including managers and personnel officers, are also involved in preparing initial pay action, ensuring compensation for employees is accurate and filling in for their benefit officer when they are on vacation. Some Boards have Benefits officers; many have administrative officers whose job includes benefits.



Human Resources staff seek advice and information from Human Resources staff in other departments, from FMBS and from federal superannuation offices.

We heard that the area of pay and benefits has gone through a demanding phase with the introduction of Peoplesoft. Also, benefits administration—particularly pension administration—is inconsistent in quality; many departments lack the skilled resources necessary for dealing with this complex area.

#### **F.5 Grievances**

The Union of Northern Workers (UNW) and the NWT Teachers Association have prescribed processes for grievances, the former being a two level process and the latter a three-step process. Excluded employees may present their grievances personally through the same process as the UNW. Departmental HR staff members provide advice and assistance on these matters.

#### **F.6 Job Evaluations**

In 1996, the GNWT replaced its own classification system with the Hay Job Evaluation System in order to have all GNWT jobs evaluated under one plan. Previously, only senior managers had been evaluated using the Hay system. At the same time, the job evaluation function was transferred to departments, while the role of the Job Evaluation section within FMBS shifted to providing direction on the process and training and assistance. Departmental facilitators and committees have been trained to use this system to evaluate jobs within their departments. An appeal process is in place. Extensive procedures and instructions have been prepared to support this endeavour.

### **G. Level and Skills of Human Resource Practitioners**

HR Managers who were interviewed generally had university and/or college education. Their qualifications included university degrees in business or other subjects and/or diplomas in HR Management, frequently from University of Manitoba. As well, they had extensive in-house training. Most HR Managers had more than ten and often more than twenty years of experience in various human resource activities. A number of HR managers come from a training and development background while others come from staffing, or other formerly Department of Personnel specialties.

Human Resource Officers interviewed generally had college education, certificates in HR, and extensive experience.



## H. What's Working

There has been a significant change in attitude by departments since they have had to take more responsibility for human resource matters, following the disbandment of the Personnel Department. This attitudinal change has led to some positive aspects which were either observed by or identified to us:

- Staffing is seen to be more efficient and competition turnaround has improved
- Transfer assignments and secondments are processed more quickly than they were with a centralized function
- The response time to employees' information requests has decreased as a result of employee files being maintained in the department
- Employees are more comfortable dealing with colleagues from their own department
- Managers have taken an ownership role in the area of staffing, labour relations and performance reviews and, in addition, Departmental line managers are now more involved in Affirmative Action planning, performance planning and training and development planning

Further, within this context of human resource management activities within the GNWT, there are instances of increasing efforts being placed on HR in other areas. Many examples are listed below:

- Corporate HR has fostered HR practitioner committees which have begun to work more co-operatively on planning, and in providing support to each other
- Many training initiatives are occurring, for example, the Department of Justice has established Corrections Entry Level Training and provides support for individuals (such as an aboriginal law student through summer employment for three years).
- GNWT government job openings are now well publicized throughout the NWT.
- The Human Resources Manual provides explicit detail on procedures and is available on the GNWT website.
- An Internet accessible database of student applications for use by Department HR staff is now being developed
- Employees generally felt the recruitment process was fair, provided for consistent treatment of applicants and correctly applied recruitment authorities, including the Affirmative Action Policy<sup>16</sup>.

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<sup>16</sup> Based on our interviews and the 1998 Avery Cooper report

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## ***V. Review of Human Resource Management Models in Other Jurisdictions***

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### **A. Introduction**

This chapter summarizes the key findings resulting from Internet research and telephone interviews with key staff from central human resource (HR) management agencies from a selection of governments within Canada. The purpose of this research was to gain an understanding of the types of central human resource management models (specifically Public Service Commissions) used; their key functions, strengths and weaknesses; some progressive programs to address HR corporate management challenges; and lessons learned based on this research.

The research focused on Canadian experience because of the likelihood of greater relevance of this experience to that of the Northwest Territories. At the same time, it is recognized that the GNWT has some different—as well as many of the same—challenges as these other Canadian jurisdictions, particularly in terms of the severity of some of the human resource management issues governments are currently facing.

Specifically, the following eight jurisdictions were researched:

- |                                           |                                               |
|-------------------------------------------|-----------------------------------------------|
| <input type="checkbox"/> British Columbia | <input type="checkbox"/> Ontario              |
| <input type="checkbox"/> Alberta          | <input type="checkbox"/> Canada               |
| <input type="checkbox"/> Saskatchewan     | <input type="checkbox"/> New Brunswick        |
| <input type="checkbox"/> Manitoba         | <input type="checkbox"/> Prince Edward Island |

Nova Scotia was also interviewed. However, since their central human resource agency is currently undergoing significant change, and the final resolution of the disposition of its human resource functions is still unclear, these interview results have not been included in this summary.

### **B. Profile of Agencies Surveyed**

The human resource management models researched are profiled below. More detail on each jurisdiction's structure and programs is documented in Appendix C.

## B.1 British Columbia

|                                       |                                              |
|---------------------------------------|----------------------------------------------|
| <b><i>Jurisdiction:</i></b>           | British Columbia                             |
| <b><i>Population:</i></b>             | 4,063,800                                    |
| <b><i>Size of Public Service:</i></b> | 38,197 Employees                             |
| <b><i>Central HR Agency:</i></b>      | Public Service Employee Relations Commission |
| <b><i>Number of Employees:</i></b>    | 244 Employees (1999/2000)                    |
| <b><i>Budget:</i></b>                 | \$12,131,120 (1999/2000)                     |
| <b><i>Legislation:</i></b>            | <i>Public Service Act</i>                    |

### ***Description of Agency:***

The Public Service Employee Relations Commission (PSERC) in BC performs some centralized functions, while delegating other functions to the human resource departments in individual ministries. PSERC is in the process of further decentralization through the increased delegation of certain functions to ministries.

A Commissioner – appointed by the Lieutenant Governor in Council – is the Deputy Minister Responsible for PSERC. The Commissioner is also the Deputy Minister of Multiculturalism and Immigration and reports to the Minister of Multiculturalism and Immigration. PSERC does not operate under a board.

PSERC is working toward decentralization / delegation of functions based on effective business requirements and standards, in addition to building the capability of ministries to assume accountability for certain functions (e.g. job evaluation). The degree of decentralization varies depending on the ability of different ministries to handle certain human resource management functions.

Typically, PSERC develops and oversees corporate human resource policy and procedures, coordinates strategic initiatives and corporate training and handles grievances that require arbitration. In terms of recruitment, PSERC maintains a database of entry-level and auxiliary candidates and makes referrals to ministries from this database as required. PSERC also manages and publishes the *Government Postings*. Ministries handle most recruitment, with the exception of assistant deputy ministers and deputy ministers, which are appointed through Order in Council. With regard to encouraging employment equity (EE) and diversity within the Public Service, PSERC assists ministries in achieving their EE and diversity targets. PSERC is making concerted efforts to increase the inventory of EE target group candidates in their entry level and auxiliary databases through an outreach program. Wherever possible and appropriate, PSERC refers entry level and auxiliary candidates from the inventory of EE target group categories to ministries when suitable positions are available.

At a recent Deputy Ministers' retreat, the following priorities relating to corporate human resource management in the Government of BC were identified:

- Recruitment and Job Evaluation;
- Alternative Service Delivery Models; and
- Developing an "Employer of Choice" Program.

Other priorities of PSERC include:

- Employment Equity;
- Gain Sharing;
- Information Technology Salary Adjustments; and
- Succession Planning.

## **B.2 Alberta**

|                                |                                 |
|--------------------------------|---------------------------------|
| <i>Jurisdiction:</i>           | Alberta                         |
| <i>Population:</i>             | 2,997,200                       |
| <i>Size of Public Service:</i> | 20,446 Employees                |
| <i>Central HR Agency:</i>      | Personnel Administration Office |
| <i>Number of Employees:</i>    | 92 Employees (1998/99)          |
| <i>Budget:</i>                 | \$10,414,000 (1998/99)          |
| <i>Legislation:</i>            | <i>Public Service Act</i>       |

### *Description of Agency:*

The Personnel Administration Office (PAO) is the Government of Alberta's central human resource management agency. The PAO handles some centralized human resource management functions within government, while delegating many functions to departments. Within Canada, the PAO model is considered more decentralized, collaborative and non-arm's length than other provincial models (and particularly in relation to the Ontario model, which is more centralized and regulatory).

A Public Service Commissioner who is at the deputy minister level heads the PAO. The Commissioner reports to the Minister of Human Resources and Employment. The PAO does not operate under a board.

The PAO works with departments to develop government-wide human resource strategies and policy frameworks to support departments in administering human resource management functions. In doing this, the PAO does not impose policies on ministries, but rather provides a framework within which each ministry can develop their own policies and practices in response to their own unique needs. The PAO's primary functions include: corporate human resource policy and consulting; executive search; client relations; information management; and, human resource innovation and process improvement.

The PAO's approach is highly collaborative. One PAO staff person is assigned to work with each ministry as a "facilitator and enabler", rather than as an auditor.

Recently, the Government of Alberta formed the Alberta Corporate Services Centre (ACSC) which will oversee human resources, finance and information technology for the government as a whole. The PAO will continue to provide the corporate human resource management services noted above. However, the ACSC will assume many of the day-to-day human resource functions that were formerly performed within the individual ministries. Ministries will retain strategic level human resource persons.

This type of collaborative, decentralized approach works well when human resource management policies, standards and procedures are well established within the departments / ministries throughout government.

### **B.3 Saskatchewan**

|                                |                           |
|--------------------------------|---------------------------|
| <i>Jurisdiction:</i>           | Saskatchewan              |
| <i>Population:</i>             | 1,023,600                 |
| <i>Size of Public Service:</i> | 10,526 Employees          |
| <i>Central HR Agency:</i>      | Public Service Commission |
| <i>Number of Employees:</i>    | 115 Employees (2000)      |
| <i>Budget:</i>                 | \$8,570,105 (1999/00)     |
| <i>Legislation:</i>            | Public Service Act, 1998  |

#### *Description of Agency:*

The Public Service Commission (PSC) of Saskatchewan handles some centralized human resource management functions within government, while delegating other functions to departments.

The Lieutenant Governor (LG) in Council appoints commissioners from outside the Public Service. The commissioners are responsible for representing the public interest. As such, the Saskatchewan PSC is considered more arm's length than other models, such as the BC and Alberta models. The PSC Chairperson is a public servant at the deputy minister level and the PSC reports to the Minister Responsible for the Public Service Commission.

The Saskatchewan PSC is not permitted to delegate appeal responsibilities to departments / ministries. Areas for which the PSC is responsible, but is able to delegate to departments / ministries, include: recruiting and selecting certain staff; coordinating the development and implementation of departmental employment equity policies and programs; and carrying out human resource related research.

#### B.4 Manitoba

|                                |                                |
|--------------------------------|--------------------------------|
| <i>Jurisdiction:</i>           | Manitoba                       |
| <i>Population:</i>             | 1,147,900                      |
| <i>Size of Public Service:</i> | 13,000                         |
| <i>Central HR Agency:</i>      | Civil Service Commission       |
| <i>Number of Employees:</i>    | 70 Employees                   |
| <i>Budget:</i>                 | \$2,800,000                    |
| <i>Legislation:</i>            | <i>Civil Service Act, 1960</i> |

##### *Description of Agency:*

The Manitoba Civil Service Commission (CSC) is considered to function independently and impartially. The CSC handles some centralized human resource management functions within government, while delegating other functions to departments.

The Government appoints seven commissioners (citizens), who are not drawn from the public service and have no fixed term. The CSC reports to the Minister responsible for the Civil Service Act. Reporting is considered arm's length.

From 1979 to 2000, Manitoba had a fully integrated CSC. Recent changes have given Treasury Board, Labour Relations Division, responsibility for labour relations, classifications and compensation. The CSC has retained responsibility for recruitment, appointment, appeals, employment equity, human resource information management, training and employment assistance. The CSC delegates most recruiting and hiring responsibilities to individual departments.

A Special Operating Agency (SOA), called Organization and Staff Development, handles all training for the Manitoba Government on a cost recovery basis. This SOA is linked with the CSC, but its human and financial resources are not included in the overall CSC count. An Advisory Board provides direction to the SOA. The SOA is permitted to provide training to other public sector organizations (in addition to the Manitoba Government), but not to private sector clients.

#### B.5 Ontario

|                                |                                                               |
|--------------------------------|---------------------------------------------------------------|
| <i>Jurisdiction:</i>           | Ontario                                                       |
| <i>Population:</i>             | 11,669,300                                                    |
| <i>Size of Public Service:</i> | 64,377 (1998/99)                                              |
| <i>Central HR Agencies:</i>    | Civil Service Commission and Management Board<br>Secretariat  |
| <i>Number of Employees:</i>    | (not available)                                               |
| <i>Budget:</i>                 | (not available)                                               |
| <i>Legislation:</i>            | <i>Public Service Act and Management Board of Cabinet Act</i> |



*Description of Agencies:*

Management Board of Cabinet (MBC) is the Cabinet Committee responsible for managing the Ontario Public Service (OPS) and the operations of government. MBC provides central leadership for the management of the Ontario government's financial, human and physical resources, which support fiscal and policy priorities.

Management Board Secretariat (MBS) is the ministry that provides policy advice and support to MBC, manages government resources, and develops policies and standards for government operations.

The Civil Service Commission (CSC) administers the *Public Service Act* and is responsible to the Chair of MBC. The CSC, MBC, MBS and the Centre for Leadership (CFL) ensure that appropriate administrative policies and programs are in place to manage human resources.

The CSC is an independent authority and non-partisan body, consisting of eight members. Three commissioners are permanent members:

- The Secretary of Cabinet;
- The Secretary of MBC (who is also the Deputy Minister of MBS and the Chair of the CSC); and
- The Associate Secretary of Cabinet, CFL (who is also the Vice-Chair of the CSC).

The other commissioners are deputy ministers from various ministries who are appointed for one-year terms (with possibility of renewal) by the Lieutenant Governor in Council.

The CSC is responsible for: monitoring the government's performance as an employer, approving certain appointments, ensuring the application of the merit principle, considering a wide variety of staffing and recruitment actions and recommending regulations relating to a wide range of human resources management issues. The CSC carries out its mandate in co-operation with the Centre for Leadership in Cabinet Office, the Executive Development Committee (Chaired by the Secretary of Cabinet), and Management Board Secretariat, Human Resources Division.

Under the direction of the Associate Secretary of Cabinet, the Centre for Leadership ensures OPS executives continue to be well prepared for their leadership roles. The CFL fulfills this function by providing:

- Strategic planning and advice on human resources direction for the executive group to the Premier and the Secretary of Cabinet;
- Executive human resources services;

- Executive education, training and development;
- Executive information services; and
- Deputy minister administration and support.

The Human Resources Division in MBS provides strategic policy advice to MBC, supports the government as an employer, co-ordinates the development and implementation of the *Human Resources Strategy* for the OPS, and develops corporate human resources management policies for employees outside the senior management ranks.

Individual ministries also have their own human resources branches, which implement the *Human Resources Plan for Senior Managers*, the *Human Resources Strategy* for the OPS (outside the executive level) and corporate human resources policies and programs. Ministries also develop and co-ordinate their own ministry-specific human resources management and/or training programs and policies within the corporate strategic directions and policy framework set out by MBS and the CFL. Ministries have delegated responsibility for managing their own staffing, training and organizational development processes.

## B.6 Canada

|                                |                                                                                      |
|--------------------------------|--------------------------------------------------------------------------------------|
| <b>Jurisdiction:</b>           | Canada                                                                               |
| <b>Population:</b>             | 30,750,100                                                                           |
| <b>Size of Public Service:</b> | (to be provided)                                                                     |
| <b>Central HR Agency:</b>      | Public Service Commission                                                            |
| <b>Number of Employees:</b>    | 1,369 Employees                                                                      |
| <b>Budget:</b>                 | \$117,419,000                                                                        |
| <b>Legislation:</b>            | <i>Public Service Employment Act, 1968</i><br><i>Public Service Reform Act, 1993</i> |

### *Description of Agency:*

The Public Service Commission (PSC) of Canada is considered arm's length and more centralized than other models, such as Alberta's and BC's. The PSC delegates many day-to-day human resource management functions to individual departments and agencies.

As an arm's length agency, the PSC of Canada is intended to be free from political interference. The PSC has three commissioners who are appointed for a ten-year term, which allows for long-term planning and continuity. One of the commissioners is the PSC President and Chief Executive Officer. The PSC is accountable to Parliament for overall performance, but not for its specific activities.

The PSC offers strategic vision, guidance and support to the Canadian Public Service in its human resource management functions.

The PSC provides training, through Training and Development Canada. The Canadian Centre for Management Development provides executive training.

## **B.7 New Brunswick**

|                                |                                                                                                  |
|--------------------------------|--------------------------------------------------------------------------------------------------|
| <i>Jurisdiction:</i>           | New Brunswick                                                                                    |
| <i>Population:</i>             | 800,000                                                                                          |
| <i>Size of Public Service:</i> | 40,000 Employees                                                                                 |
| <i>Central HR Agency:</i>      | Board of Management and<br>Corporate Human Resources Management Division,<br>Ministry of Finance |
| <i>Number of Employees:</i>    | 85 Employees                                                                                     |
| <i>Budget:</i>                 | \$6,078,000                                                                                      |
| <i>Legislation:</i>            | <i>Civil Service Act</i>                                                                         |

### *Description of Agency:*

The Board of Management, appointed under the Financial Administration Act, has authority for most matters relating to administrative policy, organization, and personnel management of the public service. The Board of Management is comprised of a Chair, who is the Minister of Finance, and seven Cabinet ministers. The Board of Management makes regulations relating to the *Civil Service Act* respecting the standards and procedures to be followed, recruitment, selection, appointments, eligibility lists and probation. The Board, which meets weekly, is empowered to act on the following human resource matters:

- Human resource management, including training, development of personnel, pay regulation and hours of work;
- Determination of the human resource requirements of the public service; and
- Collective bargaining in the public service.

The Corporate Human Resources Management Division, Ministry of Finance, executes the Government of New Brunswick's corporate human resource programs. These programs include: compensation and staffing policy programs, executive development and corporate learning programs, human resources information management programs, labour relations programs, workplace equity programs, employee benefits programs, and management support programs. Some functions are handled centrally, while others are delegated to departments.

## **B.8 Prince Edward Island**

|                                |                            |
|--------------------------------|----------------------------|
| <i>Jurisdiction:</i>           | Prince Edward Island (PEI) |
| <i>Population:</i>             | 138,900                    |
| <i>Size of Public Service:</i> | 8,500                      |
| <i>Central HR Agency:</i>      | Public Service Commission  |
| <i>Number of Employees:</i>    | 66                         |
| <i>Budget:</i>                 | \$5,382,800                |
| <i>Legislation:</i>            | Civil Service Act          |

### *Description of Agency:*

The PEI Public Service Commission (PSC) is an independent and impartial agency responsible for the delivery of staffing, classifications, personnel, employee assistance, occupational health and safety, employee benefits and learning services.

A chief executive officer (CEO), at the deputy minister level, is responsible for running the PEI PSC. The CEO reports to the Provincial Treasurer, who is a Cabinet minister. The PSC has an independent board consisting of a chairperson and two board members, who are citizens of PEI, rather than civil servants. One board member must be appointed from nominations submitted by the government union; other nominations are drawn from various sources. Once nominations for the three board members have been identified, the Provincial Treasurer presents these to the Executive Council, which is then responsible for selecting and appointing the chair and two board members for a three-year term.

PEI's PSC has four directors, each responsible for program and policy development in the areas of: employee relations, policy and planning, staffing, and workforce renewal. The PSC establishes program and policy frameworks within which individual departments execute the human resource management functions.

## **C. Some Progressive Programs in Government Human Resource Management**

Governments are facing several key challenges in human resource management. Some of the critical challenges that emerged through this research and interview process and ways that some agencies are addressing them are described briefly below under the headings of: Attracting / Retaining Staff and Succession Planning; Training / Learning; Ensuring Employment Equity; and Approving Accountability and Transparency. Note that this is not a comprehensive listing of best practices, but rather a summary of good programs for which there was information available through desk/internet research and/or through interviews with relevant staff.

### C.1 Attracting / Retaining Staff and Succession Planning

Attracting and retaining staff is a major challenge that both the public and private sectors are facing. Several of the agencies interviewed have identified investment in existing and recruitment of new public servants as priorities. Some agencies are providing additional corporate funding for training and recruitment. The Government of BC is focusing on attracting youth (under 30) and making the government the "Employer of Choice".

Related to attracting and retaining staff is the issue of succession planning. Governments are becoming increasingly concerned about the imminent retirement of a significant number of experienced public servants, without the adequate number of qualified, younger public servants suited to fill these vacancies. Some agencies are responding to this challenge by developing management development centres and/or formal executive training programs. Some agencies are developing policy frameworks to assist departments with succession planning. Other agencies are also using "Wholistic Competency Profiles"<sup>17</sup> or "Core Competency Models" to develop future leaders for the public service.

Some best practices on employee attraction and retention and succession planning initiatives are highlighted below.

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<sup>17</sup> "Wholistic Competency Profiles" consider the characteristics of both individuals and the work, and how they interact. This assists in both placing employees and in their self-evaluation and development. This system is being used successfully in programs for developing future leaders in the public service.

### Alberta – Employee Attraction / Retention and Succession Planning

The Personnel Administration Office (PAO) of the Government of Alberta identifies the following goal relating to attraction and retention:

*Competence/Versatility: Provide human resource strategies and policy frameworks that assist departments in retaining, attracting, selecting and developing employees to meet current and future needs.<sup>18</sup>*

- The PAO works with departments to develop continuity (succession planning) strategies in each department. Departments have developed leadership continuity plans to address the demographic issues they face.
- The PAO focuses on marketing the Alberta Public Service (APS) as an attractive employer that provides work experience opportunities for youth.
- The PAO assists departments in developing strategies to help recruit for "hard-to-recruit" positions.
- The PAO uses an employment web site that enables applicants to submit their resumes by e-mail.
- The PAO has established an Ambassador Program to market the Alberta Public Service (APS) and to ensure managers and post-secondary institutions have the information they need to encourage work experience, co-op placements and internship opportunities with the APS.
- The PAO provides support to departments by facilitating lateral transfers, developmental assignments and mentoring opportunities.

### Ontario – Employee Attraction / Retention and Succession Planning

The Ontario Civil Service Commission (through the Management Board Secretariat) has developed a *Human Resource Strategy* designed to help build capacity, enhance organizational flexibility and improve the workplace environment. A key component of the *Human Resource Strategy* is human resources planning, including employee attraction and retention and succession planning. Guided by the *Human Resource Strategy*, ministries developed their first strategic human resources plans during 1999-2000 for inclusion in the 2000-2001 business plans.

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<sup>18</sup> Goal 4, *Personnel Administration Office Annual Report, 1999 - 2000*



As quoted in the *Ontario Civil Service Commission Annual Report, 1997-1998/1998-1999*, page 9:

*A strategic human resources plan links information about current and future work requirements with information about workforce demographics, characteristics, capabilities, and projected changes. Through human resources planning in the OPS [Ontario Public Service], we can forecast our needs, assess our areas of strength and redundancy, identify gaps in capability, and develop effective strategies.*

*The HR Strategy emphasizes the importance of understanding current and future work in the OPS. With this understanding, we can clearly articulate the changing nature of our work, effectively assess and manage our workforce requirements, and successfully communicate to employees our expectations for performance.*

*Human resources planning will provide a foundation for effective succession management. It will support ministries to assess the relative cost-benefits of addressing workforce gaps through options such as developing current employees, recruiting new employees or outsourcing services.*

#### **British Columbia – Employee Attraction / Retention and Succession Planning**

Employee attraction and retention and succession planning are priorities for the Government of BC and PSERC. Some initiatives that PSERC is either currently developing or recently developed are noted below.

- **Succession Planning** – There is no formal public documentation currently available on PSERC's succession planning programs. However, PSERC indicated that they conducted a major study in 1999 on succession planning and a large-scale review and analysis of the public service in relation to succession planning issues. In terms of specific initiatives, PSERC has developed templates that assist managers in individual ministries identify key staff positions and related issues that will require attention in succession planning efforts. They are currently conducting pilot tests on the use of these templates.
- **Employer of Choice** – The "Employer of Choice" program is currently being developed and is considered a priority for the Government of BC. A submission to Cabinet was made in June 2000, and, since then, there has been an increasing level of activity in this area. More concrete, public information on the emerging "Employer of Choice" program will be available in PSERC's 2001-2002 Business Plan, which will be available on PSERC's web site by April 2001 ([www.gov.bc.ca/pserc](http://www.gov.bc.ca/pserc)).
- **Information Technology Salary Adjustment** – Another Government of BC initiative aimed at attracting and retaining staff is their "Information Technology Salary

Adjustment" program. This program is aimed at attracting and retaining skilled information technology employees, which are in high demand in both the public and private sectors. While there is currently no detailed, public documentation on this program, information will soon be available on a government web site ([www.ista.gov.bc.ca/infosmart.htm](http://www.ista.gov.bc.ca/infosmart.htm)).

## C.2 Training / Learning

Encouraging and developing relevant and useful training programs and learning systems for public servants is a key function of public service commissions (and equivalent corporate human resource management agencies within governments). The development of successful training programs affects government's ability to address other key human resource management challenges, such as attracting and retaining staff, succession planning, and achieving employment equity. Some progressive programs and models for corporate public sector training and learning are described below.

### Manitoba – Training / Learning

The corporate training function of the Manitoba CSC is handled through a Special Operating Agency (SOA) called Organization and Staff Development (OSD), established in 1994. Prior to 1994, a government department handled the corporate training function for the Government of Manitoba. The intended benefit of using an SOA model is improvement in efficiency and effectiveness through the use of a more entrepreneurial approach to service delivery.

The focus of OSD is to meet the training needs within the Manitoba public service. An Advisory Board provides direction to OSD. As an SOA, OSD works on a full cost-recovery basis and is permitted to offer training services to other public agencies outside the Manitoba public service, but not to the private sector. The ability to offer training services to a wider client base enables OSD to meet its financial targets. This also enables OSD to develop a wider range of training services and to become specialists in certain areas.

OSD's services fall under three categories:

1. **Diagnosis** – Identifying organizational and staff development needs, and recommending steps to address those needs.
2. **"In-House" Training** – Tailoring OSD training workshops, or designing new ones, to meet the organization's needs.
3. **Special Services** – Providing a wide range of special services to improve workplace effectiveness and relationships.

OSD produces a *Guide to Training and Consulting* each year, which lists their training and consulting services, as well as specific scheduled workshops. OSD's web site is: [www.gov.mb.ca/csc/osd](http://www.gov.mb.ca/csc/osd).

Since its designation as an SOA in 1994, OSD has been successful in:

- Increasing accountability (through the development of more well-formulated business plans, with a major financial objective of "breaking even");
- Increasing effectiveness in meeting training needs (there is a requirement to provide current, relevant training services to fulfill business plan objectives); and
- Increasing efficiency ("red tape" has been reduced, enabling OSD to respond to training requests within one week, if necessary).

In addition to its SOA status, a unique feature of Manitoba's OSD is its partnerships with the Government of Canada and the City of Winnipeg. OSD has established reciprocal agreements with the training departments of these governments, which make their training programs available to public servants from the other governments. This encourages greater efficiency and specialization: for example, if there is a training requirement in one government that does not have the in house capability to offer this training, they are able to access training programs from the other governments, if the other governments have developed this training specialization. As such, the partners are not forced to recreate programs that have already been well-developed by the other partners.

The Government of the Northwest Territories could benefit from the training services and programs available through the Manitoba OSD, as well as through the Government of Canada. As an SOA with a financial objective of recovering costs, rather than maximizing revenue, OSD's services and courses are more affordable than those offered through the private sector, and they are tailored to the public service. Furthermore, the Manitoba OSD could serve as a conduit for the Government of the Northwest Territories for identifying appropriate training programs offered by the Government of Canada.

#### Alberta – Training / Learning

The Alberta PAO has developed a range of tools and programs to assist departments and individual employees in meeting their training requirements within the Government of Alberta. The PAO is very good at making these tools available on the web and has three web sites that feature training-related information and tools:

- Employee Information Centre: [www.gov.ab.ca/pao/infocentre](http://www.gov.ab.ca/pao/infocentre)
- Leadership Development Toolkit: [www.gov.ab.ca/pao/toolkit](http://www.gov.ab.ca/pao/toolkit)
- Knowledge Fair: [www.gov.ab.ca/pao/knowledgefair](http://www.gov.ab.ca/pao/knowledgefair)

Examples of tools developed by the PAO that are available on the Toolkit Website include (as quoted by the PAO)<sup>19</sup>:

- ***Assessing Your Strengths and Development Needs*** – provides you with over 35 self-assessments, most of which you can take directly online, on a variety of topics from leadership to career planning to learning styles. It also tells you how to collect feedback from others to use in planning your development.
- ***Creating Your Development Plan*** – provides you with a process for creating your own development plan, and other useful resources.
- ***On-the-Job Learning*** – provides you with a wealth of tips for developing and practicing specific competencies on the job. It is laid out in an easy-to-use format that provides practical, easy-to-use activities.
- ***Coaching*** – provides a variety of coaching “how to’s”, including a mini-coaching workshop.
- ***Developing Leaders*** – provides managers and supervisors with suggestions on how to prepare a leadership development strategy for your work unit.
- ***Alberta Public Service Competencies*** – describes the 14 competencies all Alberta public service employees should have, and describes what they look like in practice.
- ***Learning Resources*** – links you to numerous books, courses and videos according to your specific competency needs.

The Alberta PAO also administers a “Mentoring Program”. Mentoring is used to:

- Orient new employees to an organization;
- Assist employees who have not had the chance to develop informal mentoring relationships or networks;
- Supplement training and development programs; or
- Help people who have just been promoted.

To assist with the “Mentoring Program”, the PAO offers a document entitled *Guidelines for Mentoring*.

#### **Canada – Training / Learning**

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<sup>19</sup> [www.gov.ab.ca/pao/toolkit](http://www.gov.ab.ca/pao/toolkit)

The current focus of training in the Canadian PSC is "continuous learning". "With other relevant agencies, the PSC is providing leadership in making the shift to a continuous learning culture and in promoting alternatives to traditional classroom training through the use of less costly, more effective methods such as self-paced learning and development through work assignments."<sup>20</sup>

Initiatives of the PSC relating to training and learning are:

- **Canadian Centre for Management Development** – The PSC is working in partnership with the Canadian Centre for Management and Development and others to develop a continuum of learning for executives, managers, and supervisors.
- **Learning Advisory Panels** – The PSC established Learning Advisory Panels in 1997 that focus on the learning needs of the: Middle Manager Community, Human Resources Community, Comptrollership Community, and the Communications Community. A secretariat supports the Learning Advisory Panels by bringing focus to the panels, ensuring connectivity, sharing of best practices, and achieving economies of scale and commonality of approach in identification of learning solutions.
- **Public Service Learning Resource Network** – The PSC has initiated the computer-based Public Service Learning Resource Network (1997), which provides a common platform to access learning services and a forum to develop integrated strategies. The network offers on-line training, training materials and tools, discussion platforms, and information databases. The PSC is working with departments and the private sector to develop additional online and distance learning tools.
- **Learning Programs** – In 1998-99, the PSC delivered over 45 courses to non-executives within the Public Service across Canada.
- **Competency Assessment Programs** – The PSC provides competency assessment tools, competency assessor training, and manuals and training packages.

### C.3 Ensuring Employment Equity

Encouraging and/or ensuring employment equity (EE) within the public service is a priority for most of the agencies interviewed. Governments are responding to this issue through various initiatives, for example:

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<sup>20</sup> [www.psc-cfp.gc.ca](http://www.psc-cfp.gc.ca)

- Establishing Employment Equity Committees and Units that are responsible for preparing annual reports on EE issues, activities and results and submitting these to a Human Rights Commission;
- Requiring each government department to establish short-term EE goals;
- Involving unions in developing and monitoring EE programs;
- Offering mentoring programs between government employees and Aboriginal students from high schools;
- Providing corporate funding for EE training for human resource managers;
- Conducting post-separation surveys to determine why under-represented groups are leaving government service; and
- Developing regional outreach recruitment committees.

Some progressive employment equity initiatives are highlighted below.

#### Saskatchewan - Employment Equity Initiatives

Achieving employment equity is a priority for Saskatchewan Government. The Saskatchewan PSC's goal relating to employment equity is:

*To increase the representation of the four designated employment equity groups in the public service by eliminating barriers and implementing special measures to enhance recruitment, retention and promotion of designated group members.<sup>21</sup>*

Activities and programs designed to help achieve this goal are highlighted below.

- All government departments establish short-term employment equity goals and departmental committees are responsible for developing, implementing and monitoring employment equity plans designed to achieve the goals.
- Management, the Saskatchewan Government Employees' Union (SGEU) and CUPE – 600 are actively involved in the development, implementation and monitoring of the Employment Equity Program. An employment equity education and awareness package, *The Road to Equity*, is used to help train government employees in matters relating to employment equity.
- The Government stages events to help improve awareness about the need for employment equity, such as *Employment Equity Week*.

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<sup>21</sup> Saskatchewan Public Service Commission Annual Report 1999-2000.



- The PSC provides support to two employees' groups – the Aboriginal Government Employees' Network and the Saskatchewan Visible Minority Employees' Association – to encourage networking.
- The Government supports a mentoring program between government employees and aboriginal students in four high schools.

#### New Brunswick - Employment Equity Initiatives

New Brunswick is recognized for its progressive employment equity program, which was established in 1982. The Equal Employment Opportunity Program provides aboriginal persons, persons with disabilities and visible minority persons with equal access to employment, training and promotional opportunities in the New Brunswick Public Service. The program's primary objective is:

*To provide a more balanced representation of qualified target group persons in the Civil Service by helping individuals find meaningful employment with opportunities for advancement.<sup>22</sup>*

Key initiatives under the New Brunswick Equal Employment Opportunity (EEO) Program include:

- **Registration and Inventory:** The government manages an EEO inventory of applicants who qualify as candidates under the EEO target groups.
- **One-Year Term Placements:** Funds are allocated within the Civil Service to hire persons who are considered eligible under the EEO program.
- **Job Creation:** This initiative provides participants with up to 20 weeks of work experience, a salary above minimum wage, and further consideration towards an EEO funded, 12-month term position within the Civil Service.
- **Student Summer Employment:** The objective of this initiative is to provide target group students with career-related work experience. This initiative trains and prepares students for potential Civil Service employment.

#### British Columbia - Employment Equity Initiatives

Achieving employment equity is a priority for Government of BC.

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<sup>22</sup> [www.gnb.ca/0163/eoo/desc.htm](http://www.gnb.ca/0163/eoo/desc.htm)

*The Public Service Act provides for the recruitment and development of a well-qualified and efficient public service that represents the diversity of the people of British Columbia.*<sup>23</sup>

In 1998 – 1999, PSERC's Employment Equity and Diversity programs cost \$370,000 and utilized four full time employees (FTEs).

PSERC aims to increase representation within the public service for four under-represented groups: aboriginal people, visible minorities, persons with disabilities and women in non-traditional occupations. In 1998, each ministry submitted a progress report on employment equity for review by the Union Management Steering Committee on Employment Equity. This committee summarized ministries' progress in achieving their goals and documented this review in the *Progress Report on 1997/1998 Employment Equity Action Plans for the Public Service*. The committee's conclusion was that the public service was still deficient in representing the four target groups in government. Based on the committee's assessment and recommendations, the Government of BC enhanced and revised its EE initiatives.

To help achieve the Government of BC's employment equity goals and objectives, PSERC oversees the following types of initiatives:

- Each ministry is responsible for submitting annual action plans, including targets for hiring the under-represented groups.
- PSERC is making concerted efforts to increase the inventory of employment equity target group candidates in their entry level and auxiliary databases through an outreach program. Wherever possible and appropriate, PSERC refers entry level and auxiliary candidates from the inventory of employment equity target group categories to ministries when suitable positions are available.
- The Government has established a Recruitment Access Office in the Greater Vancouver area to help increase auxiliary and entry-level employment opportunities for equity groups.
- PSERC works with BC Stats to improve data collection and analysis in the area of employment equity.
- PSERC established an equity and diversity Intranet site to increase awareness and understanding within government about employment equity priorities.

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<sup>23</sup> British Columbia Public Service Employee Relations Commission Annual Report 1998-1999.

- PSERC has implemented a corporate strategy for outreach that includes eight regional committees.
- PSERC supports a government mentoring program, that includes a focus on encouraging employment equity.
- PSERC provides training relating to reasonable accommodation, valuing and welcoming diversity, and employment equity data.
- PSERC provides information to ministries on best practices for recruitment, retention and promotion of under-represented groups.

#### Canada - Employment Equity Initiatives

Achieving employment equity is a priority for the Federal Government of Canada. The *Employment Equity Act* (1996) frames the PSC's responsibilities relating to employment equity.

Activities and programs designed to help achieve employment equity within the Canadian Public Service are highlighted below.

- **Delegation to Departments:** Within the Federal Government, employment equity responsibilities are delegated to departments. However, the PSC provides leadership and direction to help departments meet their representational goals for employees. The PSC has the authority to approve departmental requests to implement employment equity programs under Section 5.1 of the *Public Service Employment Act*.
- **Employment Equity Positive Measures Program:** The Employment Equity Positive Measures Program was initiated in 1998 to help ensure continued progress towards a representative workforce.
- **Employment Equity Recruitment:** The PSC works to attract under-represented groups through outreach, information sharing and the use of regulatory authorities. The PSC has established an interdepartmental recruitment advisory committee to help understand issues relating to employment equity and recruiting and to help provide solutions to related issues. The PSC, with the Treasury Board Secretariat, provided departments with a kit on the Aboriginal Workforce Participation Initiative. This kit provides background information and tools to help improve representation of Aboriginal persons in the Public Service (see: [www.tbs-sct.gc.ca/ce/eng/pub-eng/tools/awpi/](http://www.tbs-sct.gc.ca/ce/eng/pub-eng/tools/awpi/)).
- **The Job Access Program:** This Program -- led by the regional PSC staff in Quebec in partnership with two non-profit associations -- has been featured at international

conferences in the Netherlands, the United Kingdom and the United States. The program aims to address the needs of physically challenged employees. This partnership also researched teleworking, enabling physically challenged employees to work productively outside the traditional office environment.

#### **C.4 Improving Accountability and Transparency**

The public and government are expecting greater accountability and transparency in government programs and services. Many governments are responding to this requirement by developing standardized procedures for business planning, annual reporting, performance monitoring and performance evaluation. Several of the human resource agencies interviewed are improving how they plan and report on human resource management programs in government. Related initiatives include:

- Preparing more detailed annual reports and / or business plans, including goals, objectives, activities and measurable results;
- Improving the distribution and availability of such reports (e.g. several agencies provide these documents on their web sites);
- Developing and implementing standardized Results Based Management Frameworks (Government of Canada);
- Preparing regular newsletters for employees; and
- Preparing frameworks for performance management plans (for individual departments and staff).

Some examples of how government human resource agencies are responding to this requirement for greater accountability and transparency are described below.

##### **Alberta – Accountability and Transparency**

The Alberta Personnel Administration Office (PAO) produces a three-year business plan. The business plan opens with the following "Accountability Statement":

*This Business Plan for the three years commencing April 1, 2000, was prepared under my [Minister of Human Resources and Employment] direction in accordance with the Government Accountability Act and the government's accounting policies. All of the government's policy decisions as at February 1, 2000, with material or fiscal implication of which I am aware have been considered in preparing the Business Plan.*

*The Ministry's priorities outlined in the Business Plan were developed in the context of the government's business and fiscal plans. I am committed to achieving the planned results laid out in the Business Plan.*<sup>24</sup>

The Business Plan documents the PAO's vision, mission, core businesses and goals. It also describes objectives, strategies, performance indicators, information sources, annual results and future targets.

In addition to the business plan, the PAO produces an *Annual Report* that includes a section entitled: *Personnel Administration Office Results Analysis*. This section presents an assessment of each of the PAO's goals. For each goal, strategies and related performance measures are described, results documented, and an analysis of the results presented.

The PAO is very organized and transparent in how it reports on results. Relevant documents are readily available on the Government of Alberta, PAO web site ([www.gov.ab.ca/pao](http://www.gov.ab.ca/pao)).

#### **British Columbia – Accountability and Transparency**

As part of a broader Government of British Columbia initiative to ensure greater accountability through sound performance measurement and reporting throughout Government, British Columbia's Public Service Employee Relations Commission (PSERC) is developing better performance measurement procedures. PSERC currently produces an *Annual Report* and a *Performance Plan*. The agency will be formally reporting on Performance Plans in more detail by 2002 (or possibly earlier).

Currently, the *Public Service Employee Relations Commission Performance Plan 2000/01* documents goals, objectives, performance indicators, outputs, outcomes, efficiencies, actual results and targets. This document, in addition to PSERC's *Annual Report*, are available on the Government of British Columbia's web site ([www.gov.bc.ca/pserc](http://www.gov.bc.ca/pserc)).

#### **Canada – Accountability and Transparency**

The Government of Canada is continually improving its methods of performance reporting. They use a "results-based management" approach for developing and reporting on departmental plans.

*Results-based management emphasizes specifying expected program results, developing meaningful indicators to demonstrate performance, perfecting the*

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<sup>24</sup> Government of Alberta, *Personnel Administration Office 2000-2003 Business Plan*, p. 1

*capacity to generate information and reporting on achievements in a balanced manner. Accounting and managing for results involve sustained work across government.*<sup>25</sup>

Within the framework of the Government of Canada's evolving results-based management program, the PSC is working to improve its own performance management processes. In 1998-99, the PSC made efforts to improve measurement in several program areas. Furthermore, the PSC has been developing a *Performance Measurement Strategy* which will formally integrate the components in performance measurement designed to meet the different management needs of the PSC, including internal and external reporting (*PSC of Canada Performance Report*, March 31, 1999).

The PSC is involved in performance reporting in three broad areas:

1. Areas of Priority for the PSC (e.g. Repositioning of the PSC; Monitoring the Health of Staffing in the Public Service; Renewal of the Public Service; and Adaptation and Innovation of the Public Service);
2. PSC Business Line Performance Reporting (e.g. Resourcing; Learning; Recourse; Policy, Research and Outreach; and Corporate Services); and
3. Assisting Departments in Reporting on Human Resource Programs.

The results of the PSC priorities and business lines activities (1 and 2 above) are reported in the *PSC Performance Report*. Business Line reporting is more structured and detailed than reporting on the corporate priorities, and includes documentation on financial allocations, objectives and results.

In terms of its relationship to departments (3 above), the PSC is shifting its accountability focus from one of audit (including rules and procedures) to one based on overarching principles, values and common purpose. The PSC is placing more emphasis on measuring outcomes, rather than just outputs. The PSC has been developing and modifying tools that can be used by departments to improve accountability. For example, their "*Accountability Tool Kit*" for staffing includes<sup>26</sup>:

- **Staffing Accountability Framework** – Describes overall accountability regime accompanying the delegation of staffing powers, and initiates development of Accountability Agreements.

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<sup>25</sup> Public Service Commission of Canada Performance Report, March 31, 1999

<sup>26</sup> Public Service Commission of Canada Annual Report 1999-2000



- *An Approach to Monitoring Staffing and Risk Analysis Model* – Helps departments identify staffing risks and conduct subsequent monitoring activities.
- *PSC Staffing Values Surveys* – Measures employees' and managers' perceptions of staffing values.
- *Early Warning System* – Provides staffing system intelligence, identifies issues and trends for further analysis, learning and improvement. Helps with the preparation of performance reports.
- *A Guideline for Staffing Performance Reports* – Helps departments report to the PSC on staffing performance.
- *Attestation of Departmental Staffing Report Reliability* – Outlines the due diligence considerations of the PSC in regard to staffing reports and criteria by which the attestation of reliability will be conducted.

The PSC works continually with departments to strengthen performance indicators and reporting requirements.

#### Saskatchewan – Accountability and Transparency

The Saskatchewan PSC *Annual Report* documents for each of its program areas:

- Overall Program Objective
- Program Delivery
- Goals, Activities and Results

In the reporting of results, statistical analysis is documented where available. Program costs are also documented in each program section.

The Saskatchewan PSC *Annual Report* is available on the Government of Saskatchewan, PSC web site ([www.gov.sk.ca/psc](http://www.gov.sk.ca/psc)).

## **D. Lessons Learned**

The interviews and research conducted for this component of the study point to several key lessons that should be considered when making changes to the existing human resource management structures or developing new models in the Northwest Territories. These are summarized briefly below.

### **D.1 Adopting and Adapting an Appropriate Model**

The descriptions of the PSC models earlier in this chapter indicate that there is considerable variability in how these models are structured. Some are more arm's length than others. Some are more decentralized than others. Some focus on providing policy

frameworks within which individual departments or ministries have considerable autonomy and authority to develop policies and programs according to the needs of their own staff. Some use Special Operating Agencies to provide training services to government, others provide corporate-level training to ministries while the ministries provide ministry-specific training for their staff.

***Implications for the Government of the Northwest Territories:***

There is likely not one specific model that can be applied to the Northwest Territories experience. The specific needs of the Northwest Territories must be examined against components of various models to determine which elements are appropriate for the Northwest Territories' experience and how they can be adapted to suit the needs of the Northwest Territories. For example, a more decentralized, collaborative model works best in a government environment where human resource management standards, procedures and capabilities within individual ministries / departments are well established. A more centralized, regulatory model is more appropriate when more rigour in human resource management standards, procedures and capabilities needs to be established within government departments.

**D.2 Variability in PSC Models within HR Agencies over Time**

Most of the agencies interviewed had either recently undergone or were currently undergoing changes (some changes larger than others) in their PSC structure and/or responsibilities. These changes may be for a variety of reasons, for example: they may be in response to a change in political will (in the less arm's length agencies); they may be in response to trends in human resource management; they may be in response to a change in available resources. In most of them, the trend is clearly to greater decentralization and greater autonomy and flexibility has been passed over to Departments.

***Implications for the Government of the Northwest Territories:***

There needs to be a balance between being responsive to changing social and/or political factors and providing some stability and certainty within the human resource management organization. Particularly when establishing a new program or agency, certainty about the direction of the organization and the standards that are being set is important. By creating a more arm's length structure, the agency would appear to be less vulnerable to changes in political direction. However, as was shown in the case of a number of jurisdictions, most of them—except for Canada and Manitoba—are chaired by public servants. Furthermore, as is shown above, the same rationale for establishing a Public Service Commission no longer exists: departments require more responsiveness and flexibility to deal with particular situations. Within a decentralized and delegated environment, other jurisdictions are leaning more towards strong systems for performance management and evaluation for monitoring their human resource

management functions, and less to a highly centralized PSC model. This is discussed in more detail in the section on Public Service Commissions in the next chapter.

### **D.3 Strong Skill Sets within the HR Agencies**

Through the interview process, agencies were asked which skills and types of experience were important to fulfill the mandates of their agencies. These are summarized below.

- Human Resource Management Technical Skills (classification, staffing, labour relations, etc.)
- Leadership, Communication and Facilitation Skills
- Negotiating Skills
- Project Management Skills
- Performance Management Skills
- Research, Analytical and Writing Skills
- Knowledge of Government
- Knowledge of How Treasury/Management Board Works
- Information Technology Skills
- Management Skills

#### *Implications for the Government of the Northwest Territories:*

Clearly, it is important to recruit and develop the right skill sets and experience within the human resource management agency, if one exists at the centre.

### **D.4 Developing Programs to Address Key Challenges**

All the agencies interviewed are attempting to address key human resource management challenges, such as those described earlier in this chapter: attracting and retaining staff; developing succession planning; training/learning; ensuring employment equity; and improving accountability and transparency.

#### *Implications for the Government of the Northwest Territories:*

Some of these challenges are more critical than others for the GNWT. The needs and priorities of the Northwest Territories need to be assessed in light of programs used by other jurisdictions that could be adapted to address specific priorities in the Northwest Territories. This could include more in-depth research into specific programs, including possible exposure visits to selected jurisdictions by management and staff from the GNWT.

Human resource management programs and initiatives are increasing in type and number, and are evolving. It is important for the Government of the Northwest Territories to

closely monitor the activities of other jurisdictions to learn from their experiences. In particular, it would be useful to monitor the following web sites regularly:

***British Columbia Public Service Employee Relations Commission***

For emerging PSERC programs, consult PSERC's 2001 – 2002 Business Plan, which will be available on their web site by April 2001.

[www.gov.bc.ca/pserc](http://www.gov.bc.ca/pserc)

***Alberta Personnel Administration Office***

[www.gov.ab.ca/pao](http://www.gov.ab.ca/pao)

***Public Service Commission of Canada***

[www.gov.psc-dfp.gc.ca](http://www.gov.psc-dfp.gc.ca)

***Ontario Civil Service Commission and Management Board Secretariat***

[www.gov.on.ca/MBS](http://www.gov.on.ca/MBS)

***Saskatchewan Public Service Commission***

[www.gov.sk.ca/psc](http://www.gov.sk.ca/psc)

***Manitoba Civil Service Commission, Organization and Staff Development***

Contact: Edna Dickson, Development Consultant, OSD: Telephone: (204) 945-3189

email: [edickson@csc.gov.mb.ca](mailto:edickson@csc.gov.mb.ca)

[www.gov.mb.ca/csc/osd](http://www.gov.mb.ca/csc/osd)

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## ***VI. Key Findings and Conclusions***

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### **A. Introduction**

In this chapter, we summarise the concerns expressed by MLA's and present our findings on these issues. A separate chapter, Chapter VII, has been provided for Affirmative Action.

While we have spelled these out as separate findings, it is clear that they are interrelated issues that cumulatively impact on the achievement of human resource management goals of the GNWT.

### **B. Overall Conclusions on MLA Concerns**

In June 2000, a number of MLA's expressed concerns over aspects of management of the public service. Although the concerns varied, there were a number of common themes. Specifically:

- The apparent lack of fairness in the treatment of employees or potential employees within the public service and the lack of advancement opportunities
- The appeals process is seen as flawed and not conducive to an independent and fair hearing
- Since the disbandment of the Personnel Department, Departments have not been following staffing policies and guidelines in recruitment and there is no overall government-wide monitoring of the recruitment process, or of departments' overall adherence to human resource policy. Moreover, there is a sense that posted qualifications are not in line with the actual job requirements
- The cost of human resource administration has increased, given the increase in size in the number of human resource positions—despite the fall in the size of the overall public service
- The perceived lack of progress in recent years in the employment of Priority 1 candidates generally, coupled with only a marginal increase in aboriginal representation in management, demonstrated a lack of commitment to Affirmative Action. The GNWT is not seen to be taking the necessary time to provide specific, targeted training for northern aboriginal people

- The level of human resource support offered in the regions, outside Yellowknife, was questioned, as were other recent initiatives, such as the functionality and information provided by the new PeopleSoft system
- Greater commitment to, and coordination of, training was necessary to overcome the lapsing of training funding which has taken place and the apparent lack of skills which exist at certain levels, preventing opportunities for advancement

To address these concerns, the MLA's suggested: that an independent agency is needed, in particular, to ensure hiring practices are fair and to address appeals; that higher profile, greater credibility and recognition should be attached to the role of the public service within the GNWT; and that a comprehensive strategy for human resource development and management is required.

In our review, we found that some of these concerns are valid, but we could find no evidence for others—although common perceptions exist. In particular, we found that:

- There have been some inconsistencies in the treatment of employees between departments, reflecting perhaps different levels of expertise involved or varying policy interpretations
- The size of resources committed to human resource management is marginally higher, and more costly, than it was formerly under the Department of Personnel; this is principally a reflection of a highly decentralised system
- The level of human resource support provided in the regions outside Yellowknife is variable, especially in the more specialized human resource areas (such as pension benefits)
- The appeals process is not seen as transparent and has led to some common misperceptions about its fairness
- There is a variable level of commitment towards training and development

However, we also found:

- The level of employment of aboriginal people has improved over the past five years
- The attitude of many departments has changed since they have had to assume greater responsibility for human resource matters
- The level of knowledge and understanding of the PeopleSoft system is increasing, apparently as a result of greater familiarity, although to meet the requirement for increased functionality and management information will require a significant additional investment

Details of these findings and other related issues are contained in the following sections.



## **C. Human Resource Planning**

### **C.1 Absence of a Comprehensive Human Resource Strategy**

Although human resource management is seen as a priority area across the public service, there are a number of ongoing (but increasing) challenges which must be addressed. Frequently, many of these challenges—such as greater aboriginal representation, increasing retention rates, trying to fill staff shortages in the Regions—are dealt with on a reactive basis. Many of the issues which were identified to us have a common thread, in that human resource management within the GNWT has not been considered in a strategic way in the past. IN keeping with the concerns expressed by certain MLA's, there is a need for a comprehensive strategy for effective human resource management across the GNWT which would provide a vision for the public service, identify the principal goals and objectives, and set some direction for the next few years.

### **C.2 Lack of Long-term, Corporate Planning for Human Resources**

Coupled with the lack of a strategy, we found that there is no corporate human resource planning in the GNWT, nor does the Government have a comprehensive corporate human resources plan for the public service as a whole. Human resource planning is fragmented and departments submit their own individual human resource plans as part of their business plans. These plans do not follow a consistent format, tend to emphasize achievements rather than future goals, and tend to set out only very general plans.

Corporate Human Resources has fostered Human Resource manager committees which are working consensually on planning. In a "Charter" developed in April 2000, Corporate Human Resources identified its role as "to provide a GNWT human resource planning framework". However, it is unclear as to the status of this planning framework.

The lack of a comprehensive corporate human resource plan has many undesirable outcomes:

- Ministers, MLAs and staff cannot measure progress that may have been made to achieve government-wide human resource initiatives or goals.
- Human Resource and Human Resource Training and Development activities are not co-ordinated across government
- Opportunity development across departments is inhibited, i.e. identifying and delivering courses of interest to officers or managers with similar duties in different departments
- Excessive interdepartmental committee work is required in order to keep apprised of the various approaches being taken. Without an approved plan, continuous circular discussions occur.

- Preparation for emerging human resource requirements does not happen on a corporate-wide basis.

Despite the lack of planning, certain accomplishments and achievements have occurred in human resources in the last ten years. Despite a drastically decreased workforce, positions held by Aboriginal Indigenous people, in proportion to the general population, have been increasing, departments are generally pleased with the human resource service they receive, and the GNWT provides many programs that contribute to building capacity of its staff and also other northerners. Successful training initiatives also occur. However without a corporate plan, there is no way to measure these achievements in relation to expectations or to ensure that plans or arrangements are in place to facilitate the achievements.

### **C.3 Need for Leadership and Political Commitment**

From our interviews and review of documentation, as well as a review of the proceedings of the Legislative Assembly, it seems clear that politicians—both Cabinet and MLA's—have a keen interest in dealing with the many human resource challenges and issues. However, in spite of this, when we spoke to government employees it was clear that human resource management has no champion for its goals and objectives.

We were made aware of projects which get started but are not completed. One respondent noted, "We never stick to anything". For example:

- Employee orientation was set up eight years ago and it received good feedback but when there were a few problems it was scrapped. It is presently being re-developed.
- Staff have put a great deal of effort into management competency work, but it has recently been placed on hold
- A mentoring program for women was initiated government-wide but it was cancelled
- The Affirmative Action review initiated in 1996 went to the Legislative Assembly but it was never tabled or proceeded with.

In some respects, these are the result of the lack of a real champion for human resources within the public service. If "government employees are our best resource" then there must be a strong message, supported by Cabinet, that there is a renewed commitment to more effective human resource management and that dedicated resources will be provided to ensuring that the established goals and objectives will be addressed.

## **D. Pressures on Human Resource Management**

### **D.1 No longer the employer of choice**

Based on our interviews, and from a selection of reports, it is clear that the GNWT is no longer the employer of choice for many NWT residents. This is a distinct change from a decade ago. Some of the reasons are:

- Increased competition from
  - Northern private sector and land claim organizations
  - Federal government, where the pay and benefit packages are better than those offered by the GNWT
  - Opportunities outside of the NWT.
- Few opportunities for promotion within the GNWT because of
  - "Flattened" organization, which has resulted in a reduction in entry-level positions.
  - Fewer opportunities for professional development for employees
  - An absence of informal coaching and mentoring in some areas

Another possible reason is the level of morale within the GNWT. Although a review of employee morale was beyond the scope of our study, and therefore cannot be fully substantiated, we heard from different sources that morale was low and the reasons given were related to such things as a perceived lack of fairness in dealing with employees consistently, a lack of trust that initiatives or projects are fully followed through and that poor employees are rewarded with generous termination packages.

### **D.2 Differing Levels of Human Resource Reporting**

There are various reports prepared with information on human resources, some of which is regular and recurring, some of which is more of an ad hoc nature. However, not all of it appears to be reported in a systematic, timely or complete manner:

- The Public Service Annual Report information for 1998 and 1999 does not report on all of the public service. It reports on 2,749 members who are employed by government departments, the NWT Housing Corporation, Aurora College and Education Boards. There are another 1,006 employees working for Health Boards. Health Boards are not using the PeopleSoft information system nor have other arrangements been developed to include information from these organizations. Thus, Health Board employees are not included in the report.

- The Public Service Annual Report groups all Yellowknife-resident employees into Headquarters, even though there are regional employees in Yellowknife as well, such as in RWED (Forest Management) and ECE (Canada Service Centre).
- The Public Service Annual Report contains information that is often out of date and thus not useful for planning or tracking purposes. The Report comes out bi-annually so that some of the information is over a year old when it is released. In most cases, this report provides only a graphical presentation rather than the actual numbers, which makes it less valuable for government departmental researchers who may want to analyze historical data.
- The GNWT Annual Report on the Affirmative Action Policy, prepared annually by Corporate Human Resource Services, is redundant since the information is better presented in the Public Service Annual Report.
- Various divisions of central agencies (usually FMBS) frequently make requests for information to HR departmental staff, typically driven by Standing Committee requests for information, which consume significant amounts of departmental time. It would be more efficient if some means of coordinating these requests could be found to extend the turnaround times and/or reduce any possible duplication.
- Ongoing PeopleSoft issues seem to be restricting the amount of useful management information which is available. This is partly a function of training, especially in the regions, as well as the need for further time and resources to activate existing PeopleSoft software.

Furthermore, the absence of systematic, timely and comprehensive reporting has lead to the perception that there is little accountability for human resource management within the existing structure.

## E. Roles and Responsibilities

### E.1 Need Greater Coordination from the Centre

With regard to the roles and responsibilities for Human Resource management, the strength of the existing arrangement lies in the integration of human resource management into departments. However, to make this work most effectively, there is a need for greater coordination between the central roles of Corporate Human Resources and FMBS, the offices within which government-wide initiatives should be planned and delivered. In 1998, non-labour relations human resource activities were assigned to Corporate Human Resources. These included responsibilities for: the co-ordination of government-wide personnel development and training; human resource planning; and the development and monitoring of staffing policies and processes. However, we found that there is not a widespread understanding of these responsibilities and how they interrelate. Furthermore, some of these—such as human resource planning—have not yet been well developed.

### E.2 Boards and Agencies Require Increased Attention

Some of the greatest human resource challenges exist in Health and Education Boards. Recruitment, in some cases to remote locations, is difficult in a competitive market (for example, nurses are in great demand internationally, as well as within other parts of Canada) and, in some cases, having positions filled is crucial. Boards employ almost

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<sup>27</sup> In this report, for illustrative purposes we have focused most of our discussions on Priority 1 Affirmative Action because this is the highest priority and affects the largest number of NWT residents.

<sup>28</sup> See Hansard, June 22, 2000

<sup>29</sup> Public Service Annual Reports 1995, 1996, 1997-1998

<sup>30</sup> GNWT Annual Report on the Affirmative Action Policy, 1998, 1999

<sup>31</sup> Ibid

<sup>32</sup> Briefing Statement, October, 2000

<sup>33</sup> Briefing Note, Affirmative Action Statistics, October, 2000

<sup>34</sup> Lutra Associates Ltd. March, 2000

<sup>35</sup> Lutra Associates Ltd. March, 2000

50% of the public service but do not come in as tidy a package as departments. Boards themselves vary in size, in organizational structure, and in their operations. For instance,

- Education Boards follow a different year and teachers are paid based on a different number of days of employment per year. In certain situations, teachers also are required to pay for their own substitutes and this is very difficult to record using the existing payroll system. Health Boards have more employees who work shifts and we heard about a problem in how to administer a collective agreement clause with regard to number of shifts that could be worked in a row.
- The Dogrib Community Services Board combines health and education in one organization
- Professional staff members employed by boards are required to be licensed by the appropriate authority before they can practice.

Although there have been attempts to include Boards in the coordination of human resource activities, their autonomy, different systems and processes, and frequently their inclination, leads to Boards assuming different relationships than departments have with central agencies. In some cases, Boards seem to be a conundrum and a frustration to Headquarters agencies. We saw instances where Boards have been omitted—perhaps from a desire on the part of Board personnel or oversight on the part of Departmental personnel—from notification of new information sessions, Human Resource meetings and other directives.

This kind of unique and evolving organizational structure is likely to represent a major challenge for human resources in the future. With the evolution of self-government and with increased demand from a growing population for health professionals and teachers, it is unclear what the type, magnitude and role of Boards will be in the future. However, their particular issues and challenges need to be considered as normative, rather than aberrations.

## **F. Benefits Administration Service Levels**

A common issue has been the challenge of providing employees with access to qualified compensation staff. Although there are qualified, knowledgeable benefits officers within the government, there is a limited number and when one resigns, it is very difficult to find a replacement. When departments hire officers from other departments, the problem is passed along. Another problem is the need for backup when a benefits officer is away on leave. There is a need for greater specialist resources in certain benefits areas (such as pensions) but, recognizing the resource limitations, such a resource would be needed to be located centrally.



## **G. Effectiveness of HR Management**

### **G.1 Recruitment: Challenges in the current and anticipated labour market**

In the current labour market environment, many positions are difficult to recruit. We heard that engineers, technicians, health professionals, compensation officers, financial analysts, senior negotiators, senior policy officers and information technology experts are among those difficult to recruit.

In the regions, with marked exceptions, there is little expertise and often some weaknesses and inconsistency in hiring where staff of smaller boards and agencies do not have a great deal of experience recruiting staff. Moreover, although we found no evidence that—as was suggested by the MLA's—the posted qualifications are not in line with job requirements, there are variations in the requirements established by departments for seemingly similar positions.

Our review did not entail any discussion with GNWT employees, other than management personnel, so we did not assess the extent to which they may have had any concerns in the recruitment process. However, for excluded positions, our findings are consistent with earlier studies<sup>36</sup> which found those employees generally felt that the recruitment process was fair, provided for consistent treatment of applicants and correctly applied recruitment authorities.

Another issue, given the GNWT's commitment to hiring Indigenous Aboriginal people and long-term northerners, has been the absence of a general program of recruitment of NWT resident college and university graduates. There is no central repository of information (such as Student Financial Assistance) on graduates nor is a mechanism in place to provide this information to Departmental Human Resources practitioners.

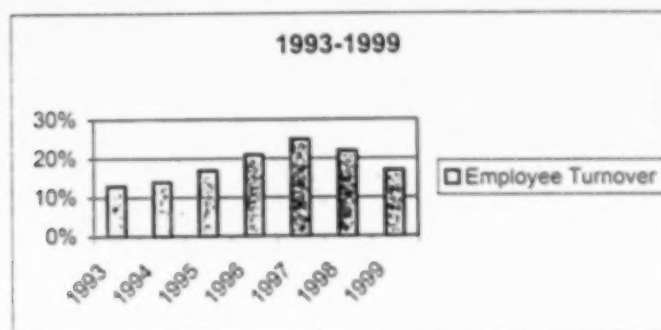
### **G.2 Retention**

Between 1993 and 1999, employee turnover peaked in 1997, with downsizing and layoffs contributing to this number. Exhibit VI-5 depicts turnover of 17%, or about 467 people, in 1999. As this information is from Public Service Annual Reports it does not include Health Boards and may thus be understated.

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<sup>36</sup> Avery Cooper Consulting and N. Louise Vertes. 1998

## Exhibit VI-5 Employee Turnover



With the increased challenges of recruiting, it is clearly appropriate to encourage staff to stay with the GNWT. However, aside from a competitive pay package, there are few initiatives that contribute to retention. There are:

- No government-wide orientation programs
- Very few mentoring programs
- Few career ladders to advancement, because of the flatter organizational pyramid which has existed since the downsizing took place

Managers and specialists continue to be needed and employed, but there are now fewer support staff and entry level personnel required. Through the downsizing of the 1990s and with the division of the NWT, many positions were cut. With the need to maintain many functions, generally it was the junior positions that were cut. In this way, the organization became flatter. This simultaneously eliminated some of the jobs with lower education requirements and what had been an important model of advancement in the GNWT—progression through the different levels and up the corporate ladder. This not only makes it difficult for entry level personnel to get higher in the organization, because there are fewer of them, but it makes it especially difficult for those who are hired to progress through the system—even though opportunities may exist and there are no overt obstacles for people to advance.

### G.3 Training and Personnel Development

Although there are some innovative training initiatives throughout the GNWT--mostly for Affirmative Action candidates-- training and development is not generally given priority. Consistent with the views expressed by MLA's, we found that there is a variable

level of commitment towards training and development by departments. This is the case with regard to formal training courses, short courses and the informal training that frequently occurs at workplaces between experienced and new workers. The same holds true for development of employees to arrange succession. Some of the reasons for this are:

- Demands placed on staff mean that there is no time for coaching or mentoring new staff
- Because of such things as newly created positions, changes in processes, and new incumbents, staff members do not always know their jobs sufficiently to train others.
- A lack of funding for training and development or support to Affirmative Action candidates, and a lack of utilization of existing staff development money
- Lack of co-ordination for training and personnel development
- A perception exists that there is little management commitment to training (since the first type of funding cut is frequently training)
- There is an absence of any coordinated coaching and mentoring, and no real culture of informal coaching and mentoring, although some coaching is carried out on an ad hoc basis.
- There is no succession planning which takes place in any structured way. Given the concerns about turnover, the difficulties in retention and the need to provide "seamless" leadership, succession planning is becoming of increasing importance.

## **H. Accountability**

### **H.1 Consistency in Human Resource practices**

Our findings support the views expressed by the MLA's that there has been no regular monitoring or review of departmental practices to ensure consistency of human resource management practices and compliance to the requirements of the Human Resources Manual. Human Resource staff is provided with extensive directives, but apart from the Affirmative Action policy, there is no policy which explains the purpose and intent of human resource procedures.

We observed inconsistencies in practices, for example:

- The definition of what "term employee" means and how often one can be re-appointed varies from department to department.
- There does not appear to be any consistency in the provision of Education Leave.

We also understand that the terms and conditions of termination agreements vary significantly, although this may be a function as much of the use of legal expertise as the ability of departments to develop individual termination contracts.

## H.2 Staffing Appeal process

The staffing appeals process allows certain unsuccessful candidates the opportunity to present their case if they feel they have not been treated fairly in a competition process. Unsuccessful candidates who may appeal are those applying on Union of Northern Workers positions, who have priority consideration under the Affirmative Action Policy, or who are employees of the GNWT. These candidates are advised of their appeal rights when they are advised that they did not get the job. Appeals go to the Regional Superintendent in the Regions and to the Director of Labour Relations and Compensation in Yellowknife Headquarters' competitions. (Employees of Boards in Yellowknife also submit appeals to the Director of Labour Relations and Compensation, although this is not specified in the Human Resource manual). A Staffing Appeal Committee comprised of a chairperson, a union representative and a GNWT labour relations representative reviews an appeal.

The number of appeals in the last five years has decreased by more than 100% while the number of hires has decreased by about 30% (from about 1300 to about 900), as follows:

|      |            |
|------|------------|
| 1995 | 69 Appeals |
| 1996 | 48 Appeals |
| 1997 | 59 Appeals |
| 1998 | 53 Appeals |
| 1999 | 31 Appeals |

Some issues related to the existing appeals process are:

- There is no appeals process for management, excluded staff, NWTTA members or direct appointments. Prior studies have recommended that such a process be established<sup>37</sup>. There is first hand anecdotal information that there have been poor practices.<sup>38</sup> Although the majority of Public Service employees are members of

<sup>37</sup> Report on the MLA's Working Group on Affirmative Action and Human Resource Management, 1997

<sup>38</sup> Avery Cooper Consulting and N. Louise Vertes. 1998.

the Union of Northern Workers and the NWT Teachers' Association, the percentage is going down (NWTTA, 3387 (83% in 1998 and 2179 (79%) in 1999).

- There are a high number of appeals, although the number in absolute terms (and as a percentage of staffing actions) is decreasing.
- No method exists to exclude vexatious complaints; unsuccessful candidates are not required to identify their reason for appeal

Corporate Human Resources has a mandate to provide advice on staffing issues and FMBS Labour Relations and Compensation is responsible for representing the GNWT with regard to appeals. This provides a segregation of duties but, there is perception of a lack of independence on the part of FMBS, since it is involved in labour relations. In general, we found that the appeals process is not seen as transparent and has led to some common misperceptions about its fairness. However, we saw no examples of a lack of fairness.

## **I. Public Service Commission**

Much of the impetus for this review came about because of the perceived need for a central coordinating body or Public Service Commission<sup>40</sup> to provide an arm's length relationship in hearing appeals, assist in delivering on Affirmative action policies, and reduce inefficiencies. There has been debate in the Legislative Assembly for many years on the need for such a Commission. With the trend to increased devolution and the proliferation of different boards, the administration of human resource management functions has become more complicated. At the same time, activities, which the Departments have more knowledge about and more impetus to achieve, are probably best left to Departments and not to a central body.

In the review of other jurisdictions that we carried out (see the earlier chapter), our analysis was specifically directed towards the nature and role of other central HR agencies, especially those which purported to have a Public Service Commission or equivalent. This analysis shows that there is considerable variability in how the different human resource management models are structured. Even with those with a PSC equivalent, a few (Canada and Manitoba) are more arm's length, with some outside commissioners; most though have a direct relationship with a central agency (Treasury Board or Management Board) or are chaired by a public servant. Also, most operate within a decentralized environment. Certainly, the trend is to greater decentralization, while using different central models to

<sup>39</sup> Staffing Appeals process for management and excluded positions in the Government of the Northwest Territories Avery, Cooper Consulting and N. Louise Vertes. 1998. P. 1

<sup>40</sup> See for example Hansard, June 22, 2000, 3<sup>rd</sup> Session, 14<sup>th</sup> Assembly, pages 65-80

provide a policy framework, ensure consistency and, especially importantly, to enhance accountability.

From our analysis, we have identified a number of advantages and disadvantages with the use of a Public Service Commission model. The principal advantages we see with a PSC include the following:

- A PSC would be perceived as an arms' length agency and would therefore assuage some of the concerns regarding the inequities which exist in the recruitment and appeals process
- Historically—and one of the prime reasons for their establishment—there was an advantage that PSC's dealt with the need for transparency in recruitment based on merit and ensured the process was free from political interference. However, within the context of the GNWT currently, we have not found this to be a major issue.
- Commissioners could be appointed from outside the government or public service, which would provide the necessary comfort to those who feel the existing process is inequitable and lacking in independence and objectivity.
- Using a Public Service Commission can provide uniformity in the delivery of human resource management and in the level of support provided

However, we see a number of disadvantages to implementing a Public Service Commission to the GNWT. These include the following:

- Establishing a Public Service Commission would not necessarily deal with the key concerns identified, such as recruitment, retention, and career development. Also, achieving employment equity goals depend more on commitment from senior management than on the influence or interference of a central "arm's length" body. The concerns expressed about appeals could however be addressed by an independent body.
- A Public Service Commission is unlikely to be sufficiently flexible or responsive to deal with the ongoing demands of departments, especially as they attempt to deal with some of the important emerging human resource issues.
- Indeed, some of the reasons why Public Service Commissions were established, have, to some extent, been superseded by changes in such things as legal rights (such as the Canadian Charter, Human Rights Legislation, Labour Codes, etc) and technology.
- To some extent, establishing a Public Service Commission runs counter to the current trend in human resource management for greater decentralization, as well as counter to the thrust of the GNWT in devolving increased activities to departments, regions and communities
- Those PSC's which exist have experienced challenges in relation to delays in: staffing process, handling complaints, and classifying positions, as well as difficulty in dealing with some of the individual departmental and functional challenges which exist



- Overall, setting up a Public Service Commission would be both costly in implementation and cumbersome for a relatively small government. Further, it is unclear that a Public Service Commission would provide any ongoing cost savings.

On balance, therefore, we have concluded that there is not a compelling case to be made for establishing a Public Service Commission and that many of the important human resource issues which need to be addressed can be dealt with more successfully in other ways. Increasingly, to address the growing human resource issues which governments are facing, they are required to develop human resource strategies and policy frameworks to support departments in administering human resource management functions. This requires a central coordinating and monitoring body, but one which is responsive and nimble, not one which would find it difficult to provide the needed flexibility. These conclusions are not necessarily consistent with the views expressed by the MLA's regarding Public Service Commissions. However, we believe that the GNWT should focus its attention more on such activities as:

- Establishing more effective government-wide human resource requirements and standards, in addition to building the capability of departments and boards to assume responsibility for certain functions.
- Establishing processes and practices which enable it to better: manage knowledge workers; more effectively embrace and manage technological change; manage increased diversity; establish an appropriate workload and work life balance; develop a culture that attracts talented people and promotes mobility and promotion; provide an environment of coaching and mentoring; utilize a competency based approach to managing human resources; provide proper career development; and devise strategies for succession planning.
- Developing greater accountability in the system to ensure these things get done.

In addition, there are a number of best practices from the other jurisdiction models which can be emulated by the GNWT as it strives to improve its human resource practices. Many jurisdictions are facing many of the issues which face the GNWT with respect to human resource management. Although there may not be "one" model which can be adopted by the GNWT, there are nevertheless many practices and activities which can certainly be considered, including:

- A central body—not necessarily a PSC—to perform such functions as: establish the policy framework, establish guidelines for departments and boards, perform a "facilitating" function to assess progress in each of the departments and ensure consistency and equity on a government-wide basis.
- Providing stronger commitment, and visible tools, to employment equity, as well as considering various outreach programs
- Promoting the GNWT as the "employer of choice" and giving a higher profile to human resource management

- Considering whether, within the context of pay equity challenges, separate salary adjustments could be introduced for those employees in high demand and short supply—either because of the demand elsewhere (such as IT professionals) or because of the remoteness of the employment (such as health professionals in the regions); whatever is developed should be part of an overall strategy, clearly visible to all and understood to avoid accusations of taking an ad-hoc or an inconsistent approach. Such an approach may be a short-term fix developed while longer-term strategies are being considered.

All of these can be effectively developed and cultivated, without a Public Service Commission. What is more important is a demonstrated commitment from the government of the importance of human resource management and the necessary resources for introducing and managing these activities.

## VII Affirmative Action

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This chapter considers the history and recent successes of the Affirmative Action policy. It looks at the key factors, looks at Priority One results in recent years, considers the regional differences, and summarizes the achievements.

### A. Key Factors

The issue of affirmative action has caused extensive debate around the effectiveness of existing policies and the commitment of departments to meeting existing policies and has led to concerns that there was a lack of commitment by the GNWT to meeting the goals established in its Affirmative Action policy. Although we found mixed results from our review, the principal findings are generally positive:

- Relative to the ethnicity of the general population, employment of Indigenous Aboriginal people<sup>41</sup> has improved over the past five years, although initial indications for 2000 are not as favourable.
- In the regions, in particular, the employment has improved: in Fort Smith 47% of employees are Indigenous Aboriginal and, in Inuvik, the figure is 42%.
- Departments vary with regard to achievement, mainly because of varying job qualifications
- Priority One Affirmative Action (P1) candidates are under-represented in management and professional jobs and over-represented in jobs requiring lower levels of education
- There are not enough Priority One Affirmative Action candidates with university education to fill the jobs that are available. It would appear that if every P1 candidate with a university degree were employed in the Public Service, they would only make up 6% of the Public Service.
- Prejudice and discrimination is not a noticeable factor with regard to employment for Indigenous Aboriginal people.

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<sup>41</sup> In this report, for illustrative purposes we have focused most of our discussions on Priority 1 Affirmative Action because this is the highest priority and affects the largest number of NWT residents.

- There have been many reports prepared for Cabinet which provide recommendations to revise and improve the existing Affirmative Action policy but none have been accepted.

## B Priority One Affirmative Action Numbers Hold

Although reported comments from Members of the Legislative Assembly<sup>42</sup> considered that the Affirmative Action policy has had limited success, we observed that the policy has been relatively successful with regard to Priority 1, Indigenous Aboriginal Persons. From 30% Aboriginal employees in 1994, the proportion increased to 33% by the end of 1999, an increase of 10% (However, this number dropped in the first nine months of 2000). Furthermore, in this period, the GNWT undertook a number of outsourcing activities, such as various trades and fire fighting activities, which had been large employers of aboriginal people.

We looked at Affirmative Action statistics for the Inuvik, Fort Smith and Headquarters regions from 1994 to the present. This information came from the Public Service Annual reports from 1994 to 1999 and from Corporate Human Resources. It shows the information in Exhibit VI-1.

**Exhibit VI-1 Percentage of the Public Service Positions held by Indigenous Aboriginal Persons in the Western Arctic since 1995**

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|                 | 1994 | 1995 | 1996 | 1997 | 1998 | 1999 |
|-----------------|------|------|------|------|------|------|
| Aboriginal (P1) | 1287 | 1291 | 1127 | 1063 | 873  | 911  |
| Total           | 4264 | 4143 | 3734 | 3460 | 2728 | 2749 |
|                 | 30%  | 31%  | 30%  | 31%  | 32%  | 33%  |

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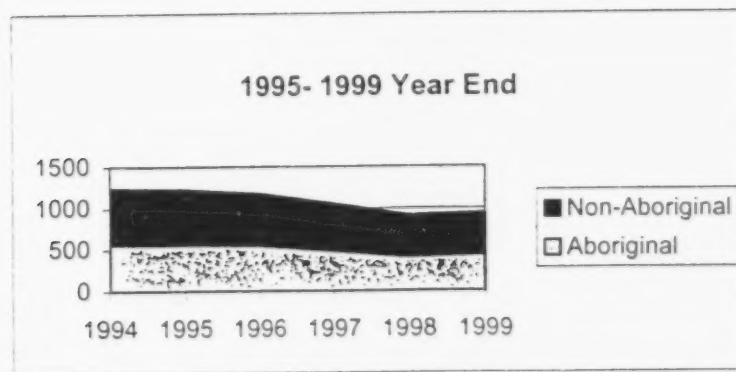
<sup>42</sup> See Hansard, June 22, 2000

## C. Regional Achievement

The follow charts show how Fort Smith and Inuvik regions have achieved near to equal representation in the work force while headquarters has not.

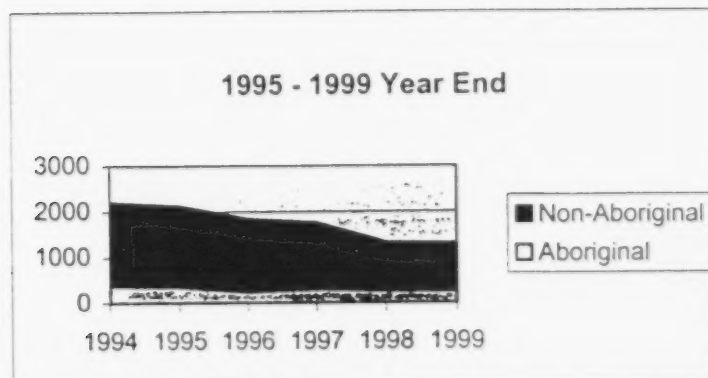
This information comes from public service reports and show that the GNWT has reached Affirmative Action (P1) representation of 47% in the Fort Smith region at year-end in 1999.

**Exhibit VI-2 Employment in Fort Smith**



The Inuvik Region representation is 42% and Headquarters is 20% at year-end in 1999.

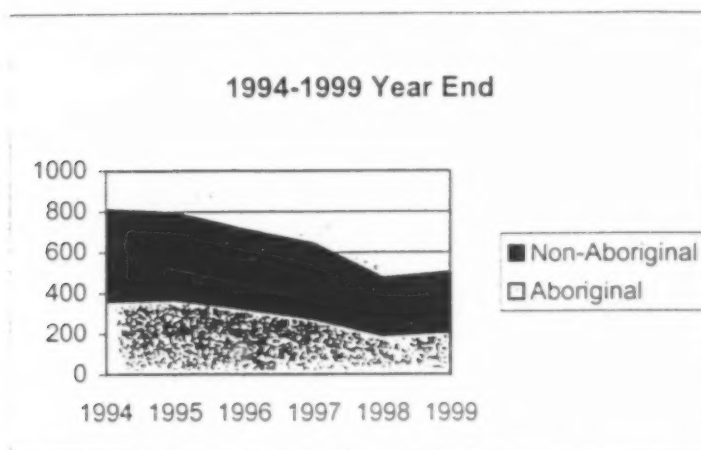
**Exhibit VI-3 Employment in Headquarters**







#### Exhibit VI-4 Employment in Inuvik Region



### D Departmental Achievement

Overall representation of aboriginal people varies significantly by department. Also, in some cases, such as Municipal and Community Affairs and the NWT Housing Corporation, departments are supporting indigenous employees who are employed in community administration and thus do not show up in Affirmative Action statistics. In our view, the differing levels of achievement in departments are mostly the result of variations in the types of jobs and qualifications for jobs. For example, RWED reported that 56.8% of their staff members were Affirmative Action and 45% were Indigenous Aboriginals (October 2000 Affirmative Action Statistics). We believe that a major reason for the Department's high achievement results, in part, from offering employment in areas that aboriginal people and people in small communities are particularly interested in. At the same time, the Department has been making a concerted effort to attract Affirmative Action candidates, by providing training such as the Renewable Resource courses at Aurora College and training in Forest Fire Fighting, as well as being pro-active in supporting Aboriginal staff members and working on identifying entry-level positions; all of which have accentuated the employment possibilities for Aboriginal candidates.

Other departments have had more difficulty in recruiting P1 candidates because their jobs are mostly located in Yellowknife and they have different educational requirements. One example is the Department of Finance that commissioned a contractor to assist in creating

an Affirmative Action Strategy in late 1999. Twenty four per cent of the personnel in the Department are Indigenous Aboriginal. The Department of Finance has 41 positions<sup>43</sup>, about half being administrative and the remainder technical and managerial with generally higher and more specific skills and knowledge requirements than similar jobs elsewhere in the GNWT Public Service. Reports dated from 1985 through 1989 indicated that the Finance Department had done the following appropriate and, in some cases, proactive activities to support Affirmative Action employees:

- Had standardized job descriptions to ensure that qualifications are not artificially high,
- Held in-service training and cross-cultural events
- Established entry-level training positions and career paths
- Launched a summer student program
- Developed and distributed a video on finance careers<sup>44</sup>

The Department continues with most of these activities: it has purchased relevant courses; it is supporting a priority one employee on education leave; and it hires summer students who represent affirmative action groups. Taxation, for instance, develops a work-plan for the summer students. Summer students are tested to ensure they have the necessary skills. Recently one priority one and two priority two former summer students have taken employment in the Department. One priority two student intends to pursue post-graduate work in Economics.

Other initiatives, although not all consistently provided, include:

- Support for priority casual employees
- Modified and flexible time arrangements
- Immediate response for special equipment for employees with disabilities
- Positive and open communications including staff meetings and contact with supervisors<sup>45</sup>

Other departments (such as Transportation) have also undertaken similar initiatives in order to develop their priority candidates. Since most of these initiatives have been relatively recent, the outcomes remain to be seen.

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<sup>43</sup> Briefing Note, *Affirmative Action Statistics*. October, 2000

<sup>44</sup> Lutra Associates Ltd. March, 2000

<sup>45</sup> Lutra Associates Ltd. March, 2000

## **E Employment by Education Levels**

### **E.1 Summary**

After reviewing material prepared by Corporate Human Resources and by the NWT Bureau of Statistics, we found that aboriginal people are

- Over-represented in jobs requiring less than a high school education
- Near equity for jobs requiring diplomas and certificates
- Somewhat low for jobs with high school diplomas
- Under-represented in occupations requiring university education

### **E.2 Source and Description of Information**

The 1999 Labour Force study was completed in the Western Arctic at the end of March 1999. The survey covered 6,410 persons. Interviewees were randomly sampled in ten, generally larger communities while researchers tried to interview every household in smaller communities.

This study includes information on all people in the Western Arctic who identified themselves as employed in jobs considered to be "territorial government administration, education services and health and social service industries." The people interviewed who identified themselves may have been employed full time or part time or on a casual basis; they may work for agencies not considered part of the Public Service, such as Yellowknife school boards or Workers Compensation. It could also include contractors who identified themselves as employed in Education Services and Health and Social Services. This accounts for the overall number of government, health and education employees being so high, at 5,915 people.

The NWT Bureau of Statistics information is summarized in Exhibit VI-5. The table compares the target aboriginal population to actual aboriginal employment, by various levels of education. For "Target Aboriginal Employment", the Bureau of Statistics uses the percentage 46%.

### **E.3 Over-representation / Under-representation.**

The analysis revealed that:

- For positions in the GNWT that do not require high school education, aboriginal people are over-represented, in that over 90% with that level of education (grade

11 and under) indicated they worked for the GNWT. However, there are not many jobs requiring anything less than high school.

- For positions requiring high school education, as a minimum, aboriginal people occupy 31% of the positions
- Aboriginal employees who are Certificate or Diploma holders comprise the largest group and are approaching equity at 44% representation
- Aboriginal employees, who are university degree holders, only occupy 6% of the jobs requiring degrees.

However, certain things need to be borne in mind when considering this analysis. The Bureau of Statistics information indicates that there are only 237 Aboriginal university graduates. So, if the GNWT employed every Indigenous Aboriginal person with a university degree, they would only fill 12% of the government positions requiring university degrees. It will take more than a hiring policy to create a public service that truly represents the population it serves at all levels of employment. Thus, it is clear why it is important for the government to have an overall human resource strategy, one with focus, that targets the potential of high school graduates with training programs and that encourages university completion and recruits new university graduates.

**Exhibit VI-5: Comparison of Target & Actual Aboriginal Employment, by Highest Level of Schooling**

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*Government of the Northwest Territories : Human Resource Management Study*

Territorial  
Aboriginal  
Aboriginal

Highest

Government  
Employment  
Employment  
Level of

Schooling

Total

5915  
2703  
1957  
746  
13507

Less than Grade 9

267  
122  
264  
-142  
3453



*Note: The target for each education level is assumed to be the same as the overall target of 55.8%*

*Note: The information in this exhibit is based on the 1999 Labour Force Study. The information is self-reported; so that the GNWT employee count includes people who identified themselves employed in Territorial Government Administration, Education Services or Health and Social Services and would include casual employees.*

*Note: The sum of education levels may not equal the total due to unstated education levels. Territorial government includes territorial government administration, education services and health and social service industries using the North American Industrial Classification System (NAICS). Aboriginal highest level of schooling shows total count of persons at the various levels of education.*

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## F Other Affirmative Action Achievements

When hiring employees, the GNWT Affirmative Action Staffing policy gives first priority to Indigenous Aboriginal men and women. In our study, we have focused on this group. When hiring employees who will be managers or in non-traditional occupations (for women), resident women are the next highest priority. Since Aboriginal women would be at a higher priority by identifying themselves as Aboriginal people, resident women basically means resident non-aboriginal women. A third priority for managers and non-traditional occupations (and second for all other competitions) is indigenous non-aboriginal people (people who have spent half their lives in the NWT) or resident disabled people. Employees may be counted in more than one category. Present statistics for Priority 2 and 3 categories as at September 30, 2000 are as follows:

|                                      |        |
|--------------------------------------|--------|
| Indigenous Non-Aboriginal Persons    | 12.3%  |
| Disabled Persons                     | 0.6%   |
| Women in Management                  | 31.8 % |
| Women in non-traditional occupations | 12.6%  |

These figures show considerable success with regard to women in management, success to a lesser extent, for women in non-traditional occupations, but less achievement with regard to Non-Aboriginal northerners and Disabled Persons.

## G Affirmative Action Review

The "Original Affirmative Action Policy Review Presented to the Standing Committee on Government Operations in June, 1996" addressed issues related to continuing employment of Affirmative Action candidates. It indicated (p. 12) that:

*"A majority of the Aboriginal respondents stated that, although the policy has helped them access employment with the GNWT, they have experienced little or no career progression."*

As education and salary are directly correlated, and since most aboriginal people work in lower paying jobs, this would sustain the trend of generally receiving salaries lower than Non-Aboriginal people.

The 1996 study, in which more than 1,200 employees took part, identified a lack of career and training opportunities as contributing to fewer aboriginal people employed in management and other occupations. To the contrary, we observed and were told about aboriginal employees who had advanced within the government, sometimes by returning to school and sometimes after gaining experience. However, as there have been few trainee positions and limited education leaves offered since the 1996 study, we expect that the findings of that study have not changed significantly.

The 1996 study also reported:

- That GNWT employees felt that systemic and attitudinal barriers still existed in the workplace, in the form of discrimination, racism, sexism and stereotyping
- 90% of respondents stated that inconsistent implementation of the policy and lack of accountability for implementing the policy were the main reasons for the low success rate of the Affirmative Action Policy. The study backs this finding up with two previous studies with similar results (p. 27).

The second finding does not seem to apply in 2000, as numbers point out that the main problem appears to be education levels achieved.

Other reports have suggested that there is a lack of understanding around affirmative action by many managers. Moreover, although we could find no direct evidence, we were informed that, sometimes, there appears to be a lack of support for Affirmative Action candidates. There are a number of possible reasons for this attitude, if indeed it is prevalent, such as the demanding work requirements allowing little time for supporting others, a possible lack of understanding of the jobs; a lack of supervisory and/or one-on-one training skills; or an unwillingness to call people to task for performance.

Since 1996, there have been many reports and recommendations to improve or replace Affirmative Action; little action appears to have taken place in response to these reports.

## **H. Summary**

The Affirmative Action policy introduced a number of years ago has been relatively successful at many levels. In regions outside Yellowknife, there is close to representative employment of indigenous aboriginal people. However, the greatest barrier to representation in more senior positions is the education requirements for the positions and the lack of aboriginal people with the right level of education to fill those positions. If every aboriginal person with a university degree were employed by the GNWT they would fill only 12% of the available positions—a far distance from the 46% aspired to.

Moreover, the way in which information has traditionally been reported has not been conducive to providing the right type of information: there is an absence of meaningful information on education levels, positions which have resulted in promotions, or transfers to greater opportunities which have taken place. This points to a need for a coordinated strategy which links educational initiatives with employment programs and with broader goals for education and employment in the NWT.

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## **VIII. Recommendations**

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### **A. A Framework For Change**

The GNWT has had to undergo an unprecedented amount of change. As was described earlier, in the lead up to the post-division world, departments were downsized, administrative functions were "downloaded", job hierarchies were flattened, and many entry level jobs were either eliminated or privatized. Furthermore, the momentum of change continues unabated with the prospect of self-government negotiations being concluded in the near- to mid-terms, as well as additional activities carried out by various Boards and agencies. Within this environment there are, as identified earlier, many human resource issues which should be addressed. As a result, the GNWT should establish an appropriate framework which will allow it to make changes which will stand a better chance for success in such a fluid environment.

Given that the stage upon which this change rests is government-wide change management, it is useful to consider the three prerequisites for effective change management:

- Establishing the Right Context
  - Having a clear statement of Mission, Vision and Values
  - Clearly enunciated human resource principles
- Providing the Right Infrastructure
  - Appropriate and effective organizational design
  - Results-producing systems
  - Processes that work and that are subject to continuous improvement
- Building Individual capability
  - Below the enterprise level, capability at the subsystem and individual component level

The recommendations which follow will be presented against this conceptual framework.

### **B. Develop a Comprehensive HR Strategy**

As was identified by certain MLA's, there is an urgent need for a comprehensive human resource strategy to be developed, which encompasses all facets of human resource management, from

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human resource planning, to recruitment and retention, career development and succession planning. In order to frame the many human resource (and employment) guidelines and procedures which emanate from the GNWT, this should probably be initiated by a longer-term policy paper which would set the strategic direction—in the same way that government policy is following the broad policies established in *"Towards a Better Tomorrow"*. Such a policy document could be developed by cabinet or by Members of the Legislative Assembly; however, it would probably make sense for this to be developed by a group of senior Deputy Ministers, which would have the advantage of acknowledging the importance government attaches to this and it is consistent with the direction recently established by the Secretary to Cabinet and the Secretary to the Financial Management Board, with the establishment of a Human Resource Task Force<sup>46</sup>. If this path is chosen, the group would need to involve other stakeholders in its deliberations, including MLA's, aboriginal organizations, the unions and possibly other employers, and follow a broad partnership approach, which is both highly consultative and results oriented.

In order to develop this strategy, a broad process should be followed which incorporates within the strategy, at least the following elements:

- Identification of a vision and commitment for human resource management in the public service.
- Establishment of over-arching human resource principles, values and common purpose by which the GNWT will become recognised
- Development of a strategic overview of the GNWT's Human resource needs, both in the short-term and in the longer term, recognizing the GNWT's role in human resource development for future requirements from aboriginal governments, boards and private sector employers
- Integration with the overall business planning process which currently takes place, ensuring that it is an integral component and not just an add-on
- Inclusion in the human resource universe, for consideration by the GNWT, of all public service employees, which would embrace the health and education boards and consider third party relationships including hamlets, local housing authorities and bands and tribal councils.
- Consideration of environmental factors, which will require an:
  - Analysis of external factors

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<sup>46</sup> Although a recent development the Task Force, which comprises a number of senior Deputy Ministers chaired by the Secretary to Cabinet, has begun to identify the critical issues around HR and has already initiated discussion around some of the broad issues identified in this report.

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- Economy
- Population growth and resultant demand
- Analysis of organizational factors
  - Budget realities
  - Forced growth and increase in such things as teacher-student ratio
  - Workforce factors – retirements, resignation, attendance
- Establishment of a broad accountability framework (which includes the measurement and reporting of outcomes)

Within the context of establishing a comprehensive human resource strategy, there must be an affirmation by government of the importance of HR management to the future success of the public service and the NWT generally, and sufficient resources dedicated to the important human resource issues which require attention. At the same time, a champion responsible for promoting and implementing the strategy should be appointed, with an appropriate level of human resource skills and experience.

### **C. Define the Needs of the Broader Public Sector Universe**

Any strategy that is developed should, at least, bear in mind the interests of the broader public sector community and the need for the GNWT to assist in developing capacity in other areas. Given the fluid state of governance in the NWT, with pending self-government and increased devolution of government activity, it seems appropriate to consider the needs of the various boards and agencies when adopting a broad government wide approach.

Such an approach could include:

- The development of stronger ties with the Boards, from an HR perspective, through Departments and/or by both FMBS and Corporate Human Resources; as a prerequisite, the specific needs of each Board should be understood and specific issues such as information reporting resolved
- The future development of HR policy and procedures should consider the emerging HR needs of Boards
- Ongoing consultation with Boards and agencies to ascertain whether HR support is required

### **D. Reframe Affirmative Action**

Any consideration of the larger context within which the GNWT operates as an employer, should



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necessitate a review of the Affirmative Action policy. It has been a very effective policy but circumstances have changed since it was developed. A hiring policy cannot change the fact that the NWT does not have enough Indigenous Aboriginal university graduates to fill jobs available in government. The Affirmative Action Policy should be eliminated and replaced with a focused, targeted approach called Employment Equity, which Corporate Human Resources has already begun to consider.

Employment Equity will focus on supporting new and existing programs, including:

- Supporting students and graduates by offering:
  - Entry-level and training positions for northern high school graduates
  - Entry-level and training positions for northern college and university graduates
  - Mentoring programs between government employees and aboriginal students in high school
- Developing entry-level training, apprenticeship or occupational standard-supported positions for high school graduates. Target positions that have few northern incumbents
- Expanding and continuing to support relevant Aurora College employment-related courses – targeting those courses that have low representation by northerners
- Guaranteeing NWT university and college graduates six months (or possibly up to one year) of employment in the GNWT, without any guarantee of location.
- Providing information to Employment Officers at the GNWT Canada Service Centre on present and future GNWT labour needs and providing information on appropriate career paths including educational or training program for clients to attain these needs
- Maintaining a database of entry-level northerners and journeymen (high school, college and university) interested in working for the GNWT
- Supporting “Affirmative Action” candidates in under-represented specific occupational categories
- Recruiting proactively through outreach programs and by visiting schools and college campuses (day and evening programs) to promote opportunities
- Soliciting applications from new graduates and other northerners on appropriate positions
- Targeting training opportunities in those categories likely to appeal most to potential candidates

In addition to these actions, there should be recognition that continued, overt action is required to foster an environment of Employment Equity. Such action will vary from

department to department, but could include establishing stronger mentoring programs, reviewing the entry requirements for established positions, and maintaining an ongoing brief on those employees who warrant further career development. Also, programs that focus on encouraging Northerners to finish university and entry-level programs for high school graduates should be developed. The reports should continue to be prepared but move away from head counts of employees to achievement in hiring and training and support of Northerners in higher education.

## **E. Consider Organizational Options**

Based on the work we have undertaken within NWT and our research into other jurisdictions—where the trend is to greater decentralization of certain functions—it is our view that a dedicated, independent Public Service Commission will not address the principal human resource issues which need to be dealt with. In some cases, an independent function will be helpful; in others, it could exacerbate existing issues. In our review of Public Service Commission like agencies in other jurisdictions, we found that most of the agencies interviewed had either recently undergone or were currently undergoing changes (some changes larger than others) in their PSC structure and/or responsibilities; much of the change was to greater decentralization. In the GNWT context, the principal issues which need to be addressed are the concerns over the appeals process, the absence of certain HR skill sets in certain areas—especially the Regions—and the inconsistency in application of HR policies and processes.

In our view, the concerns expressed to us and the problems identified with the Appeals process, support the need for an independent and more visible appeals function. However, we do not advocate establishing a separate agency for all other human resource functions, since experience in the GNWT and in jurisdictions elsewhere suggests that, increasingly, these functions are more effective if managed in a decentralized environment, albeit with some central coordination and monitoring. As a result, a Public Service Commission is unnecessary primarily for the appeals function.

Nevertheless, given the degree to which the employment process in the GNWT is clearly important to so many Northerners, we believe there is merit in establishing an autonomous appeals function where there is a trust in the efficacy and impartiality of the function. This could be accomplished by establishing a separate Appeals Directorate or Commission, with an independent head and appeals officers. On its own, this could be a relatively expensive endeavour which is probably unwarranted in a time of tight financial resources. Given the size of the NWT, we therefore recommend that this function be established within an existing (or potential) independent Commission. In keeping with a few jurisdictions, our recommendation is to establish this function as a separate unit within the proposed Human Rights Commission.

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Given the proposed thrust to change Affirmative Action to Employment Equity in the GNWT, this could be a visible part of establishing that focus.

With respect to the absence of HR skills in certain regions, we advocate an approach to centralize those functions, where there is no critical mass, in either the regions or back into Headquarters. This would address the finding which showed human resource support provided in the regions to be variable. In this approach, where the primary focus is on the creation of sufficient critical mass of expertise for more difficult HR tasks, there need to be sufficient HR personnel with appropriate expertise in those areas seen as key, which require human resource experience and judgment. Although this could be accomplished by consolidating the functions back at the centre, this runs counter to the general direction of the GNWT which is devolving increasing amounts of activity and responsibility to regions, Boards and community governments. It is therefore recommended that separate regional clusters be established which possess sufficient critical mass in those HR functions which need to be addressed on a day to day basis—such as recruiting, pay and benefits, and various HR administrative functions. These clusters could be a part of a central agency (such as FMBS) or, if the appropriate administrative arrangements were established, could be part of a Department with Service Level Agreements established with other Departments in the region requiring the services.

Under this model, there would be a need for a strong central function for establishing a policy framework, delivering other HR functions, providing guidance and ensuring consistency. The clarification of roles around this function is discussed in the next section.

## **F. Clearly Communicate Roles and Responsibilities**

As was described earlier, there is a need for the HR roles and responsibilities to be given greater prominence. There should be a stronger profile given to HR and a champion to pursue the many HR initiatives. Given the stated role of Corporate HR, this would be the best place for these activities to take place. This suggests that Corporate HR should take the lead role in, not only in developing the policy framework—which it already has responsibility for—but also the monitoring of HR activity for consistency, performing a facilitating function to assess progress in each of the departments, ensuring consistency across government and promoting the many government-wide initiatives required. Again, these are an extension of its existing functions. It should be seen as the Centre of Excellence in Human Resources. FMBS, on the other hand, would continue to take primary responsibility for labour relations, collective bargaining and the oversight of pay and benefits delivery—although departments would have responsibility for individual processing etc. in accordance with their existing responsibilities.

Other likely activities which should fall under Corporate HR would include the following:

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- Providing leadership by involvement in HR planning
- Preparing a base-line template for reporting of information and plans for the addendum to the Business Plan. Although various departments need flexibility, a template could provide direction for Department staff and create some consistency which would enhance the value of the document for the reader
- Acting as an expert staffing advisor
- Promoting HR, through conferences, management training, and HR staff training including development of up-to-date training materials
- Holding centralized training and development funds
- Developing and monitoring a succession planning program
- Looking after Employee Recognition.
- Supporting consistency within delivery and data collection
- Providing guidance to and reviewing departmental processes and procedures for compliance with policy and for consistency in order to maintain and/or improve practices; including reviewing recruitment practices
- Providing stronger commitment, and visible tools, to employment equity, as well as considering various outreach programs

This is relatively consistent with the realignment of corporate human resource functions which took place in 1998, but it attaches greater prominence to certain roles and clarifies other responsibilities. Exhibit VIII-1 provides a comprehensive list of possible HR functions and suggests key responsibilities for those functions<sup>47</sup>.

**Exhibit VIII-1: Proposed Responsibility by Function**

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| Activity | Corp.<br>HR | FMBS | Dept./<br>Board | Regional<br>Cluster | Other |
|----------|-------------|------|-----------------|---------------------|-------|
|----------|-------------|------|-----------------|---------------------|-------|

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<sup>47</sup> This has been adapted from various documents, including a 1998 briefing paper

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| Activity                                                                              | Corp.<br>HR | FMBS | Dept./<br>Board | Regional<br>Cluster | Other |
|---------------------------------------------------------------------------------------|-------------|------|-----------------|---------------------|-------|
| <b>HUMAN RESOURCE STRATEGY</b>                                                        |             |      |                 |                     |       |
| • Development of strategy                                                             | ✓           |      |                 |                     |       |
| • Monitoring of strategy                                                              | ✓           |      |                 |                     |       |
| • Strategy guidance                                                                   | ✓           |      |                 |                     |       |
| <b>HUMAN RESOURCE PLANNING</b>                                                        |             |      |                 |                     |       |
| • Organizational Design                                                               | ✓           |      | ✓               |                     |       |
| • Policy Development                                                                  | ✓           |      |                 |                     |       |
| • HR Planning Framework                                                               | ✓           |      |                 |                     |       |
| • Plan Development                                                                    |             |      | ✓               |                     |       |
| • Employment Equity                                                                   | ✓           |      | ✓               |                     |       |
| • Monitoring and Reporting                                                            | ✓           |      | ✓               |                     |       |
| <b>COMPENSATION AND<br/>COLLECTIVE BARGAINING</b>                                     |             |      |                 |                     |       |
| • Policy Development                                                                  |             | ✓    |                 |                     |       |
| • Development of Compensation<br>Plans/Philosophy                                     |             | ✓    |                 |                     |       |
| • Job Evaluation                                                                      |             | ✓    |                 |                     |       |
| • System Development and<br>Management                                                |             | ✓    |                 |                     |       |
| • Description Preparation                                                             |             |      | ✓               |                     |       |
| • Evaluation of Positions                                                             |             |      | ✓               | ✓                   |       |
| • Employee Advice Questions                                                           |             |      | ✓               | ✓                   |       |
| • Reporting on System                                                                 |             |      | ✓               |                     |       |
| <b>LABOUR RELATIONS</b>                                                               |             |      |                 |                     |       |
| • Policy                                                                              |             | ✓    |                 |                     |       |
| • Arbitration                                                                         |             | ✓    |                 |                     |       |
| • Staff Training                                                                      |             | ✓    |                 |                     |       |
| • Specialized Support (for<br>questions on discipline,<br>dismissals and termination) |             | ✓    |                 |                     |       |
| • Collective bargaining                                                               |             | ✓    |                 |                     |       |
| • Employee Discipline                                                                 |             | ✓    | ✓               | ✓                   |       |
| • Grievances - 1 <sup>st</sup> Level                                                  |             |      | ✓               | ✓                   |       |
| • Grievances - 2 <sup>nd</sup> Level                                                  |             |      | ✓               | ✓                   |       |
| • Grievances - 3 <sup>rd</sup> Level                                                  |             |      |                 |                     | ✓     |

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| Activity                                   | Corp.<br>HR | FMBS | Dept./<br>Board | Regional<br>Cluster | Other |
|--------------------------------------------|-------------|------|-----------------|---------------------|-------|
| <b>EMPLOYEE MANAGEMENT AND DEVELOPMENT</b> |             |      |                 |                     |       |
| • Career development                       | ✓           |      |                 |                     |       |
| • Succession planning                      | ✓           |      |                 |                     |       |
| • Performance Management                   | ✓           |      |                 |                     |       |
| • Performance Assessment                   |             |      | ✓               |                     |       |
| • Employee development                     |             |      | ✓               |                     |       |
| • Training for HR Practitioners            | ✓           |      |                 |                     |       |
| • Leave for development purposes           |             |      | ✓               |                     |       |
| • Public Service Career Training           | ✓           |      |                 |                     | ✓     |
| • Other HR Training                        | ✓           |      |                 |                     |       |
| <b>LEAVE AND BENEFITS ADMINISTRATION</b>   |             |      |                 |                     |       |
| • Policy Guidelines                        |             |      | ✓               |                     |       |
| • Advice to employees                      |             |      | ✓               | ✓                   |       |
| • Leave and Attendance                     |             |      | ✓               |                     |       |
| • Benefits                                 |             |      | ✓               | ✓                   |       |
| • Removals                                 |             |      | ✓               |                     |       |
| • Medical travel                           |             |      | ✓               | ✓                   |       |
| • WCB                                      |             |      | ✓               | ✓                   |       |
| • Dental Plan                              |             |      | ✓               | ✓                   |       |
| • Payroll processing                       |             | ✓    | ✓               | ✓                   |       |
| • Staff training                           |             |      | ✓               | ✓                   |       |
| <b>STAFFING</b>                            |             |      |                 |                     |       |
| • Policy                                   | ✓           |      |                 |                     |       |
| • Staff training                           | ✓           |      |                 |                     |       |
| • Procedures and Guidelines                | ✓           |      |                 |                     |       |
| • Competition Management                   |             |      | ✓               |                     |       |
| • Appointments                             |             |      | ✓               |                     |       |
| • Transfers                                |             |      | ✓               |                     |       |
| • Secondments                              |             |      | ✓               |                     |       |
| • Appeals                                  |             |      |                 |                     | ✓     |

Note: The "Other" column includes the proposed independent appeals function. Also, the proposed Cluster in the Regions is shown with primary responsibility for regional HR activities.



## **G. Improvements to Human Resource Management Operations**

Concomitant with the need for changes in responsibilities is the need for certain improvements to HR operations to be effected. Generally, the processes are sound, although there are still some concerns—which will likely dissipate over time—with the functionality provided by PeopleSoft. However, some processes are somewhat complex with various steps and approval levels required and could be simplified; possibly, some process mapping of HR related activities could be carried out to identify the improvement areas.

In terms of job availability, consideration should be given to posting all jobs on the GNWT website (we understand that some jobs have recently been posted) and ensure that the necessary processes are in place so that NWT residents and others can apply by e-mail.

Some of the best practices identified in other jurisdictions should be considered for adoption. These would include:

- Develop an "employer of choice" program which espouses the advantages of working for the GNWT and which is actively promoted across the NWT and in Southern Canada
- Develop a proactive approach for making salary adjustments for hard-to-recruit functions/positions, where such an approach is feasible within the GNWT context
- Ensure the appropriate skill levels in HR are available at the centre—including HR Management technical skills, leadership skills, and project management capability—as well as technical capacity available in the regions
- Utilizing technology to support HR management, especially for training and for dissemination of information
- Through consultation with boards, and in consideration of particular characteristics of Boards, (i.e. different calendars in schools, shift work in health fields), make information collection and reporting as convenient as possible.

In addition, there needs to be a greater focus on accountability and transparency for HR and the underlying principles and values. This will include: more timely and complete reporting, in a consistent manner; establishing and publishing goals, objectives and measurable results; improving the distribution of reports; preparing regular communications with employees; incorporating HR activities as an integral component of business plans; and developing performance management plans. Reports on the public service—probably web based—should be made available annually, on a timely basis; and all public servants should be included in public service reports, whether they use PeopleSoft or not.

## **H. Greater Emphasis on Training and Development**

There should be an increased emphasis on training and development across the public service, and a commitment should be made to personnel development at all levels. To facilitate this, there is merit in establishing a central training and development function and in providing a centralized training and development fund. In addition, consideration should be given to:

- Coordinate generic training and development throughout boards and departments
- Use web-based training where appropriate
- Base training design on expected results, determine competencies and establish training plan to meet them
- Implement a training and development program for managers
- Apply revised Employment Equity priority categories to training opportunities
- Provide incentives to department groups interested in mentoring
- Promote human resources through HR staff training that focuses on accountability
- Implement a method of tracking performance evaluations, including training and development
- Focus on wellness in the workplace to combat the high rate of sick leave and create a safe workplace
- Consider partnership arrangements, such as those promoted by Manitoba, with other governments for training programs.

## **I. Succession Planning**

As was identified earlier, succession planning is becoming of increasing importance and no real steps have been taken to ensure it is an effective mechanism. A succession planning program should be developed, probably by the Human Resources Task Force, and administered by Corporate Human Resources. The program should:

- Provide opportunities for highly regarded personnel to be identified and moved to career development opportunities in other parts of government
- Encourage Directors to obtain the experience and perspective needed to become a Deputy Minister
- Enable Directors and Assistant Deputy Ministers to move to different departments to create a greater depth of experience
- Develop a policy with regard to rewarding achievement and accomplishment.

## **J. Communication and Next Steps**

Once the recommendations set out above have been considered, effective communication for a new approach to human resource management within the GNWT should be an important consideration. This could include communication on the overall thrust to specific responsibilities and appointments. There are various options which should be considered and it is likely that a combination of communications should be provided. This might include an announcement by the Premier of the package of initiatives that are being proposed; communication by the centre to all government employees of the general thrust and implication of the package; and the beginning of consultation with key stakeholders.

Overall, if these recommendations are accepted, a detailed implementation program should be developed which sets out the specific steps required, the responsibilities assigned and the expected timelines. There are some shorter term fixes which can be addressed fairly readily and without significant resources (such as providing coordination advice and other steps to increase the level of consistency); however, much of what is required needs a carefully developed framework and detailed plan, with the resource implications identified. There will be resource implications for implementation of the recommendations but, if the GNWT is serious about its commitment to human resource management, it should be prepared to make this investment. This will ensure that sufficient prominence is given to the human resource management function so that future human resource initiatives are given an opportunity to succeed.

## ***Appendices***

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- A. Interview List
- B. Documents Review
- C. Summary of Analysis from Other Jurisdictions

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## ***Appendix A: List of Interview Respondents***

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- Sharilyn Alexander, Acting Director, Labour Relations and Compensation, Financial Management Board Secretariat
- Blair Chapman, Acting Manager, Labour Relations, FMBS
- Debbie Delancey, Director, Budgeting and Evaluation, FMBS
- Gina Blondin, Policy and Program Advisor Corporate Human Resources
- Shaleen Woodward, Equal Pay Manager, Financial Management Board Secretariat
- Gordon Graydon, Senior Labour Research Analyst, FMBS
- Colin Graydon, Manager, Job Evaluation Implementation, FMBS
- Lynn Elkin, Senior Human Resource Advisor, Corporate Human Resources, Department of Executive
- Neil Pascal, Staffing Advisor, Corporate Human Resources, Department of Executive
  
- Joe Handley, Minister of Finance, Financial Management Board, Resources, Wildlife & Economic Development
- Roger Allen, Minister of Municipal and Community Affairs
- Michael Miltenberger, MLA, Thebacha
- Bill Braden, MLA, Yellowknife North
- Brendan Bell, MLA, Yellowknife South
- Charles Dent, MLA, Frame Lake
- David Krutko, MLA, Mackenzie Delta
  
- Debbie Kelly, Manager, Human Resources and Administration, Department of Transportation
- Shauna Yeomans, Manager, Human Resources, Department of Public Works and Services
- Glenn Alexander, Manager, Personnel Services, Department of Justice
- Anita Sakayi'kn, Personnel Services Officer, Department of Justice

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- Myles Moreside, Director, Corporate Services. Legislative Assembly of the Northwest Territories
  - Val Janz, Manager, Human Resources, Education, Culture and Employment
  - Joy Brown, Human Resource Officer, Resources Wildlife and Economic Development
  - William Setchell, Director, Finance and Administration, Department of Finance
  - Birgit Ballantyne, Manager, Human Resources, Resources, Wildlife and Economic Development
  - Rick Trimp, Manager, Human Resources Unit, Policy, Planning and Human Resources Divisions, Health and Social Services
  - Angela Messier, Acting Manager, Stanton Regional Hospital
  - Tony Scofield, HR Consultant, Education, Culture and Employment
  - Lynda Martin, Manager HR, FMB, Fort Smith
  - Jane Haley, Manager, Human Resources, NWT Housing Corporation
  - Millie Burns, Personnel Officer, NWT Housing Corporation
  - Kim Collins Riffel, Human Resources Officer, Workers' Compensation Board
- 
- Liz Snider, Secretary to Cabinet, Executive
  - Penny Ballantyne, Deputy Minister, Health and Social Services
  - Gerry Sutton, Deputy Minister of Justice
  - Bruce Rattray, Deputy Minister of Public Works and Services
  - Tom Beaulieu, President of the NWT Housing Corporation
  - Lew Voytilla, Secretary to the Financial Management Board
  - Dave Murray, Deputy Minister of Municipal and Community Affairs
  - Mark Cleveland Deputy Minister of Education, Culture and Employment
  - Margaret Melhorn Deputy Minister of Finance Directorate
  - Peter Vician, Deputy Minister of Transportation
  - Charles Overvold, Deputy Minister of Aboriginal Affairs
  - Robert McLeod, Deputy Minister of Resources, Wildlife and Economic Development
  - David Hamilton, Clerk of the Legislative Assembly



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- Bronwyn Watters, Director, Corporate Services
- Lynn Cook, Director, Corporate Services, Department of Transportation
  
- Dennis Cleaver, CEO, Stanton Hospital
- Chuck Tolley, Director Board Operations, ECE
- All Education Board Directors
- David Stewart, Chief Statistician Bureau of Statistics, Dept. of Finance
- Emery Paquin, Director Environmental Protection, RWED
- Bob Bailey, ADM Operations West, RWED
- Brent Wordford, CEO, Fort Smith Health and Social Services

## Appendix B: Literature and Document Review

|   |                                     |                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|---|-------------------------------------|------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Briefing Statement<br>October, 2000 | Corporate<br>Human Resource<br>Services,<br>Department of<br>Executive | <ul style="list-style-type: none"> <li>Whole Public Service</li> <li>Indigenous Aboriginal Persons 30.8%</li> <li>Indigenous Non-Aboriginal Persons 12.3%</li> <li>Disabled Persons .6% as at Sept 30,2000</li> <li>Management</li> <li>Indigenous Aboriginal Persons 15.9%</li> <li>Women in Management 31.8%</li> <li>--</li> <li>Women in non-traditional occupations 12.6%</li> <li>Aboriginal employment by region</li> <li>Yellowknife 17.5%</li> <li>Fort Smith 46.3%</li> <li>Inuvik 42.6%</li> </ul> |
|---|-------------------------------------|------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

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|---|------------------------------------------------------------------------|-----------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2 | Report of the Student Working Group on Student and Graduate Employment | Corporate Human Resources, Department of the Executive, October, 2000 | <ul style="list-style-type: none"> <li>• The Assembly has been clear in committing to educating, training and employing northerners as a priority.</li> <li>• No overall coordinated effort to encourage northern students to remain or return to the NWT after graduating</li> </ul> <p>Recommendations</p> <p>Regarding Summer Student Employment Program</p> <ul style="list-style-type: none"> <li>• All departments should use instead of accepting resumes directly</li> <li>• SSEP should be on the Internet - website</li> <li>• Students could submit resumes online</li> <li>• Differentiate between student and graduate</li> <li>• Partner with NorthWIN</li> <li>• Summer jobs should have job descriptions</li> <li>• Students should have priority over everyone else for these jobs (applying Affirmative Action within list of students.</li> <li>• Proactivity, i.e. telework, co-op programs, mentorships, hiring of graduates</li> <li>• Students need orientation to department</li> </ul> |
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| 3 | A Report on the Structure of Government<br>Resources Functions Across Various Jurisdictions | Department of Human Resources, government of Nova Scotia.<br>May 2000 | <p>Public Service Commissions reviewed share</p> <ul style="list-style-type: none"> <li>• Established as an independent agency</li> <li>• Managed by an independent statutory officer</li> <li>• Responsible for policy advice on IIR management in the public sector</li> <li>• Responsible for safeguarding the merit principle</li> <li>• Some form of training and development activity</li> </ul> <p>Recommendations for Nova Scotia</p> <ul style="list-style-type: none"> <li>• Mandate for professional, non partisan and representative public service</li> <li>• Structural reporting relationship directly to the Legislature</li> <li>• Responsible to provide guidance on HR management issues through policies and programs</li> <li>• The Commissioner should be appointed for a minimum of five years and have a close working relationship with the DM to the Premier</li> </ul> |
| 4 | Business Plan 2001-2004<br>Appendix V<br>Resources Plan Investing in People                 | All Departments                                                       | <ul style="list-style-type: none"> <li>• Inconsistent methods of presentation of information</li> <li>• No statistics from Legislative Assembly: plan to renew corporate IIR and develop a common competency model</li> <li>• Aboriginal Affairs has trouble recruiting negotiators and other staff.</li> <li>• Department of Finance commissioned a contractor to assist in creating an Affirmative Action Strategy in late 1999.</li> <li>• MACA focusing on improved morale, regional financial and engineering skills.</li> <li>• PWS having difficulty attracting professional and technical staff.</li> </ul>                                                                                                                                                                                                                                                                               |

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|  |  | <p>particularly IT staff</p> <ul style="list-style-type: none"> <li>• PWS is revising orientation program and a departmental training plan, it sponsors Math and Science school awards, has 100% performance appraisal completions, recognizes long service and perfect attendance and has a newsletter.</li> <li>• H&amp;SS Recruitment through the Northern Development Program, bursaries, orientation, support and mentoring of front-line workers, 5 national and international recruiting, development and maintenance of relief pool for nurses and physicians.</li> <li>• Pri7mary health care model</li> <li>• H &amp; 8 SS Revised performance evaluations, tracking system as to when 9 evaluations are due, recognition of employee contributions</li> <li>• Justice extensive discussion of work including Corrections Entry Level Training, support for of aboriginal law student through summer employment for three years, mentoring and articling, legal career development program for aboriginal law students (4 @ \$10,000 annually, direct appointments, transfer new performance reporting format, Aboriginal employee training and Recruitment Plan for the court services division, analysis of turnover,</li> <li>• NWT IIC - spectrum of training, student employment plan, Employee Satisfaction Survey, exit interviews and performance evaluations</li> <li>• Transportation will use behavioral interviewing, develop AA staff for management, reward contribution, improve performance appraisal completion rate, etc.</li> <li>• RWED has identified entry level positions</li> </ul> |
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|  |  | <ul style="list-style-type: none"> <li>• II&amp;SS employ 1,157 employees, 151 in the Department and 1006 in the boards/ Affirmative Action policy does not apply to Boards/ Human Resource Strategy in place (career promotion, SFA, orientation, mentoring, employee recognition, etc.)critical shortages in front line staff</li> <li>• Justice HR Strategy –Legal Career bursaries, Corrections Entry Level Training</li> <li>• Housing Corp= student employment plan, partnership with school of community government, 51% Affirmative Action</li> <li>• Education, Culture, Employment, about 1200 employees - 875 with boards, TEP program, teacher mentoring, Leadership (Principal) training</li> <li>• RWED 56% AA/ issue is building capacity in regions</li> </ul> |
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| 5 | Adopting an Employment Equity Approach - A Decision Paper | Roy Inglangasuk, Corporate Human Resources, March 2000, Draft      | <ul style="list-style-type: none"> <li>• Labour, trades, administration and program delivery have reached representative levels.</li> <li>• Discrimination and exclusion with regard to Aboriginal people lingers</li> <li>• The future requires a developmental approach Employment Equity</li> <li>• EE is measured and evaluated but without quotas</li> <li>• Requires a HR management approach, working with an individual after the hiring stage</li> <li>• Has inappropriate employment qualifications eliminated</li> <li>• Encourages special measures to open opportunities to those who have been exclude</li> <li>• Establishes HR management practices, which benefit all employees.</li> <li>• Mentions making long-term northerners a designated group</li> <li>• EE has led, in other jurisdictions to reduction in staff turnover</li> <li>• Recommends an employment equity Policy</li> </ul> |
| 6 | Moving from Affirmative Action to Employment Equity       | Roy Inglangasuk, Corporate Human Resource Services<br>Confidential | <ul style="list-style-type: none"> <li>• A chronology of activities with regard to representation in the Public Service dating back to 1973.</li> <li>• Recommendations on Employment Equity dated June, 1997</li> <li>• Increase from 41% to 47% Affirmative action Labour Force between 1991 and 1997. Indigenous Aboriginal rose from 29 to 30% (only 1%) (p. 8 for details)</li> <li>• EE would be based on detailed analysis of the specific disadvantages faced by the groups in the Affirmative action and identification of specific and distinct strategies for overcoming these disadvantages.</li> </ul>                                                                                                                                                                                                                                                                                             |

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|   |                                                                                               |                                                  | <ul style="list-style-type: none"> <li>• Eliminates artificial barriers, systemic or otherwise.</li> <li>• Refers to recommendations of the "Working Group on affirmative action and Human Resource Management"</li> <li>• Performance appraisals of DM's takes into account achieving EE goals</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| 7 | Government of the Northwest Territories Annual Report on the Affirmative Action Policy - 1999 |                                                  | <p>Statistics based on three areas: Yellowknife, South, North</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| 8 | Human Resource Planning Activities in the GNWT: One view of where we are today                | Human Resources staff March, 1999 (Confidential) | <ul style="list-style-type: none"> <li>• HR activity should be based on potential for cost savings on increased productivity</li> <li>• Clarification of Affirmative Action - is it now Employment Equity</li> <li>• Managers don't understand AA policy</li> <li>• A how-to booklet on staffing would be helpful for managers</li> <li>• Monitoring mechanism for staffing</li> <li>• Concern that Labour Relations is involved in Staffing Appeals rather than CIIRS</li> <li>• CIIRS should be involved in reviewing direct appointment requests before they go to Cabinet</li> <li>• Need for orientation, corporate deliver generic; department add additional information</li> <li>• Training is inconsistent</li> <li>• Need for co-ordination of training between departments</li> <li>• Succession planning is needed that bridges departmental lines</li> <li>• With the introduction of pay for performance, the performance planning and review process requires support</li> <li>• Need to help people plan for leaving work</li> </ul> |

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| 9  | Public Service Act                                                                                            |                                                                  | 19. (2) In establishing qualifications under subsection (1), the Minister shall not discriminate against any person including discrimination by reason of race, national or ethnic origin, colour, religion, sex, age or physical or mental disability unless<br>(b) It is part of a program or activity that has as its object the amelioration of conditions of disadvantaged individuals or groups including those that are disadvantaged because of race, national or ethnic origin, colour, religion, sex, age or mental or physical disability. |
| 10 | Human Resource Manual                                                                                         | Financial Management Board Secretariat                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| 11 | Towards a Better Tomorrow                                                                                     | 14 <sup>th</sup> Legislative assembly of the NWT. March 31, 2000 | Strategies towards <ul style="list-style-type: none"> <li>• Effective, efficient government - improve accountability.</li> <li>• Anticipate and maximize economic and career development in the NWT</li> </ul>                                                                                                                                                                                                                                                                                                                                        |
| 12 | Centralized Support - FMBS - Yellowknife                                                                      | Jan. 19, 2000                                                    | HR Responsibilities                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| 13 | Government of the Northwest Territories Annual report on the Affirmative Action Policy - 1998, Volume 1 and 2 | Department of Executive, March 1999                              | Statistics on representation of Affirmative Action candidates by designate groups and Departments                                                                                                                                                                                                                                                                                                                                                                                                                                                     |

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| 14 | Staffing Appeals process for management and excluded positions in the Government of the Northwest Territories | FMHS<br>(Prepared by:<br>Avery, Cooper<br>Consulting and<br>N. Louise Vertes<br>1998)                                    | <ul style="list-style-type: none"> <li>• Employees generally felt the recruitment process was fair, provided for consistent treatment of applicants and correctly applied recruitment authorities, including the Affirmative Action Policy.</li> <li>• Feel staffing appeals process is needed</li> <li>• Staffing appeals is an oversight process, it does not improve skills of those involved in recruitment, does not change management decisions related to job design or make a public service competent and/or representative of those they serve</li> <li>• It provides remedies for appellants who have been improperly treated, contributes to making public service competent/representative</li> <li>• Recommended that there should be an appeals process to be linked with a central agency "personnel Secretariat". Employees and Affirmative Action candidates to be offered appeal rights.</li> <li>• 11 out of 34 employees thought there was more flexibility in management and excluded positions than for bargaining unit positions.</li> <li>• There is first hand anecdotal information that there have been inequities</li> </ul> |
| 15 | Letter: Planning                                                                                              | From Honourable Charles Aklonis, Minister of Education, Culture and Employment To Dean Martin, Premier<br>April 25, 1997 | <ul style="list-style-type: none"> <li>• Departments must be directed to develop and implement plans which result in the hiring, continuing employment and future promotion of aboriginal personnel</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |

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| 16 | Letter: Aboriginal Employment Planning         | To Honourable Charles Minister Education, Culture and Employment from Don Morin, Premier April 25, 1997 | <ul style="list-style-type: none"> <li>Supporting the development and implementation of plans.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| 17 | Affirmative action Review Implementation Paper | January / 1997                                                                                          | <ul style="list-style-type: none"> <li>Option 1 - Retain Existing Policy and make limited training investment - add an accountability structure</li> <li>Option 2 - Implement a New Policy and Make a Larger training Investment - adopt a new Workforce Diversity Policy - cost is \$2 million annually for two years, etc. (recommended)</li> <li>Option 3 - Implement a New Policy and Provide Significant Training Investment - same as Option 2 plus develop a Unified Human resource Development Strategy \$20 million over 2 years, etc.</li> </ul> |

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| 18 | Report on the Working Group on Affirmative action and Human Resource Management | Working Group Members (MLA's) May, 1997 | <ul style="list-style-type: none"> <li>• Includes background/ Corporate Culture/ Recommendations</li> <li>• Premier and Cabinet make a commitment to Affirmative Action</li> <li>• Change name to Employment Equity, after division, Northern Employment policy</li> <li>• Revise - goals by occupational grouping and region/ representation for HQ should reflect the entire NWT</li> <li>• Long term northerner - 10 years</li> <li>• Back up policy with dollars</li> <li>• Appeals process for management and excluded positions</li> <li>• Etc.</li> </ul> |
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| 19 | Original Affirmative Action Policy Review | Presented to the standing Committee on Government Operations. June 1996     | <ul style="list-style-type: none"> <li>• Background to Policy Development</li> <li>• Makes reference to Affirmative Action Policy review Consultation Findings</li> <li>• Issues identified were consistent across all racial, gender and occupational lines.</li> <li>• Aboriginal people made up 35.1% of the public service in 1994</li> <li>• In labour and trades, 71%, 52.4% in program delivery and 11.5% in</li> <li>• Respondents held different views but the strongest view received was that the intention of the Policy was honourable and the need evident.</li> <li>• Policy is relevant but needs to be modified.</li> <li>• The Dene Nation, in the 1989 consultation process believed the policy was unfair to Aboriginal and non-aboriginal people alike and would create discontent and racism. They wanted resources and energies funneled towards educational and training opportunities for Aboriginal people.</li> </ul> |
| 20 | Affirmative Initiatives                   | Action<br><br>Ken Lovely, Deputy Minister to Lew Voytilla, Secretary of FMB | <ul style="list-style-type: none"> <li>•</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |



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| 21 | Mandate/Role Clarification                 | Notes on May 1993<br>Realignment of Functions | •                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| 22 | Northern Hire                              | Stephen Kakfwi, Minister of Personnel 1992    | <ul style="list-style-type: none"> <li>Includes information about how the GNWT supports Boards and contract that employee many aboriginal people, i.e. Housing Associations who are comprised of 84% Aboriginal employees, etc.</li> <li>Lists various programs – academic upgrading, social services worker, and Teacher education. Renewable resources and environmental technology, management studies, nursing assistants.</li> <li>Encouraging parents to do all they can to keep children in school</li> <li>Encourage individuals to take on more responsibility for helping themselves</li> </ul> |
| 23 | Public Service Act Amendments              | Memorandum 1991                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| 24 | At Pleasure Appointments                   | E-mail 1991                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| 25 | Review of Personnel Management             | Correspondence 1991                           | “There is no clear definition of what constitutes a major/minor change to an organization. Present realities appear to dictate that any change is viewed as a major change. As such, this requires review and approval by Priorities and Planning. There is little or no latitude for us to formalize minor changes at discretion.” Solution – there should be clear definition of what constitutes a major or minor change.                                                                                                                                                                              |
| 26 | Legislative Proposal –Public Service Act   | 1990                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| 27 | Decision Paper – Public Service Act Review | 1988                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |

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| 28 | Annual Reports – Department of Personnel                                            | 1978-1991                              |                                                                                                                                                                                                                                           |
| 29 | Consolidation of Public Service Act                                                 | 1988                                   | (Can't find)                                                                                                                                                                                                                              |
| 30 | Table on 1999 Labour Force Study                                                    | October, 2000<br>From Margaret Melhorn | Target and actual aboriginal employment by education leve.                                                                                                                                                                                |
| 31 | Decision Paper Review of Government Recruitment Policy                              | April 30, 1999                         | Chrono of history leading to present approach<br>Recommended that<br>1. A review of the GNWT recruitment policies and procedures be initiated<br>2. The review be conducted by a small committee comprised of Ministers and ordinary MLAs |
| 32 | An Affirmative Action Strategy for the Department of Finance, GNWT                  | March, 2000<br>Lutra Associates Ltd.   |                                                                                                                                                                                                                                           |
| 33 | Response to Committee on the Whole Motion – Analysis of IIR Resource Administration | Andrew Gamble<br>May, 1998             | <ul style="list-style-type: none"> <li>• Net decrease in positions of 19.1</li> <li>• List of improvements – Appendix 2</li> </ul>                                                                                                        |
| 34 | Public Service Annual Reports                                                       | 1994, 1995, 1996 and 1997              | Comprehensive statistics on GNWT Public Service                                                                                                                                                                                           |

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| 35 | Decision Paper: Establishing Northern Employment as a Priority of the Government | September 21, 2000        | <ul style="list-style-type: none"> <li>• A fifth priority of "Towards A Better Tomorrow: Maximizing Northern Employment"</li> <li>• Strategies are being undertaken but for best results should be coordinated, cooperative and comprehensive, addressing all sectors of the labour market</li> <li>• All department to include in a consistent format, their departmental actions to support the priority of maximizing northern employment in their business plans</li> </ul> |
| 36 | Information Request - Appeals                                                    | Lew Voytilla - June, 2000 | Number of appeals in the last five years                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| 37 | Information Request - Position reports                                           | May 27, 1997              | Breakdown by community                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 38 | Information - Affirmative Action from Peoplesoft                                 | December, 1999            | By region,                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| 39 | Information - HR Positions                                                       | August, 1996              | Only one additional person year - some departments have created new positions from existing resources                                                                                                                                                                                                                                                                                                                                                                           |

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| 40 | Briefing Notes                                           | June 16, 2000                                                  | <p>Affirmative Action Policy – History<br/>Affirmative Action Priorities<br/>Comparison of Affirmative Action Statistics<br/>Number of Staff involved in Personnel Functions</p> <ul style="list-style-type: none"> <li>• In effect, since 1995 we have increased the total number of GNWT staff involved in HR functions by 7 but due to the formation of two new territories, have fewer GNWT employees.</li> <li>• Further to this in 1995 there were 18 HR staff in regional boards. In 2000 there are 23.</li> </ul> <p>Lapsed Funding for Staff Training</p> <ul style="list-style-type: none"> <li>• Total Lapsed funding for past 3 years in Apprenticeship and Public Service Career training (50/50) \$1,873,792</li> </ul> <p>Costs of Public Service Commissions or central Agencies for HR Management by province, territory (Yukon - \$10 million. NFLD - \$2.28 million)</p> <p>Recruitment and Hiring of Employees for the Public Service</p> <p>Public Service Commissions</p> |
| 41 | Affirmative Action Review Implementation Options Paper   | April 13, 1999<br>August, 2000                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| 42 | Labour Demand in the Northwest Territories               | David Stewart,<br>NWT Bureau of<br>Statistics<br>October, 2000 | Labour Demand details (see our report)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 43 | NWT Environmental Scan and Labour Force Survey: Contents | No date<br>probably 1999                                       | Comprehensive document on population and labour market including projections                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |

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| 44 | Integrated Approach to Improving Human resource Services                  | Discussion Paper December, 1997 Executive Director, Management Development | Themes <ul style="list-style-type: none"> <li>• Define corporate and departmental roles</li> <li>• Establish interdepartmental HR Committee</li> <li>• Develop a process to identify and allocate training dollars</li> </ul> <p>Roles of corporate HR<br/>Competencies development and implementation of competencies for staff at all levels</p>                                                                                                                                                                                                                                                                                                                                                       |
| 45 | Briefing Note -HR functions                                               | February, 1998 by FMBS                                                     | Includes chart of responsibilities – Central (CHR or FMB), departmental, ECE, Gaps<br>Options <ol style="list-style-type: none"> <li>1. New central unit for all HR activities</li> <li>2. Consolidate HR planning, staff training in one entity. Labour Relations, collective bargaining, compensation in FMB</li> <li>3. HR Planning and staff training within D. of Executive, all other functions in FMB</li> <li>4. a. Put staffing policy and support with Labour Relations</li> </ol> <p>Develop a framework for HR planning including succession planning, performance management and affirmative action</p> <p>A chart of the organization of HR activities in other Canadian Jurisdictions</p> |
| 46 | Decision Paper Realignment of Non-Labour Relations Corporate HR functions | March, 1998                                                                | Recommendations <ol style="list-style-type: none"> <li>1. Assignment of Central HR Functions within the Department of executive and the Financial Management Board</li> <li>2. Responsibilities for coordinating organization-wide staff development an training from ECE to Department of Executive</li> </ol>                                                                                                                                                                                                                                                                                                                                                                                          |

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| 47 | GNWT Hiring Process                                          | No date, about December, 1998, Standing Committee on Government Operations | <ul style="list-style-type: none"> <li>• A motion in 1988 recommending a public service commission.</li> <li>• Suggest a reduction in costs of \$1.13 million in decentralizing personnel functions and lists other benefits.</li> <li>• Lists problems including inconsistency in screening Affirmative Action candidates</li> </ul> |
| 48 | Working Together: Affirmative Action Policy Review 1994-1995 | FMBS Multi-departmental Task Force                                         | Includes a copy of the policy, an historical timeline of activities regarding Affirmative Action Policy and statistics                                                                                                                                                                                                                |
| 49 | Hansard                                                      | June 22, 2000                                                              |                                                                                                                                                                                                                                                                                                                                       |
| 50 | Policy on Workplace Conflict Resolution                      | June 22, 2000<br>- June 2000                                               | (Electronic copy)                                                                                                                                                                                                                                                                                                                     |
| 51 | Staffing Appeal Guidelines                                   | Oct. 1994                                                                  |                                                                                                                                                                                                                                                                                                                                       |
| 52 | A Human Rights Act for the NWT                               | Department of Justice, September/2000                                      | An initiative to update the NWT's Human Rights legislation.                                                                                                                                                                                                                                                                           |
| 53 | NWT Labour Force Development Plan                            | Education, Culture and Employment<br>February, 1997                        |                                                                                                                                                                                                                                                                                                                                       |

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## ***Appendix C: Review of Other Jurisdictions, Program Summary***

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This appendix contains a summary of the program areas used in other Canadian jurisdictions to manage human resources. It provides details of the type of HR model used, the resources deployed, the legislation and mandate, as well as details of the various goals and objectives for HR in the jurisdiction reviewed. This information supports that provided in Chapter V.

### **Alberta**

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**Population:** 2,997,200 (Nov. 2000)

**Size of Public Service:** 20,446 Employees (Mar. 2000)

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#### **Agency & Resources**

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Personnel Administration Office (PAO) led by a Public Service Commissioner

**FTEs:** 73

**Budget:** \$7,377,000 (1999/2000)

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#### **Legislation & Mandate**

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The Public Service Act

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#### **Vision / Mission**

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**Vision:** Building a strong public service.

**Mission:** To develop corporate HR strategies and policy frameworks that enable departments to fulfill their business plan goals and achieve

government's preferred future of the Alberta public service. Our mission supports the government's core businesses of people,

prosperity and preservation.

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## **Government of the Northwest Territories : Human Resource Management Study**

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### **Goals / Objectives**

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#### **Goal 1 – Strategic Leadership:**

Provide strategic leadership to departments in addressing cross-department human resource needs.

#### **Goal 2 – Alignment/ Commitment:**

Provide human resource strategies and policy frameworks that assist departments in compensating, rewarding and recognizing employees for their contributions to business plan goals

#### **Goal 3 – Health, Safety and Wellness:**

Provide human resource strategies and policy frameworks that assist departments in providing a safe work environment and supporting the well-being of employees.

#### **Goal 4 – Competence / Versatility:**

Provide human resource strategies and policy frameworks that assist departments in retaining, attracting, selecting and developing employees to meet current and future needs.

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### **Programs**

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#### **1. Human Resource Policy & Consulting**

Labour Relations

Occup. Health & Safety

Classification & Compensation

Benefits

Staffing & Workforce Development

#### **2. Executive Search**

#### **3. Client Relations & Information Management**

#### **4. HR Innovation & Process Improvement**

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*SOURCE: Personnel Administration Office Annual Report 1999-2000*

## British Columbia

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Population: 4,063,800 (Nov. 2000)

Size of Public Service: 38,197 Employees

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### Agency & Resources

Public Service Employee Relations Commission (PSERC)

FTEs: 244 (1999/00)

Budget: \$12,131,120 (1999/00)

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### Legislation & Mandate

The Public Service Act

**Mandate:**

facilitate the provision of service to the public in a manner responsive to changing public needs  
recruit and develop a well qualified and efficient public service representative of the diversity of the people of BC  
encourage training and development of employees to foster career development and advancement  
encourage creativity and initiative among employees  
promote harmonious relations of the employer and employees and bargaining agents who represent employees in the public service

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### Vision / Mission

**Vision:** A Public Service that is:

dedicated to providing quality affordable programs and services to British Columbians;  
non-partisan and respected for its attitudes, knowledge and skills;  
representative of the diversity of the province; and  
a preferred employer that attracts and retains people with talent and commitment.

**Mission:** To provide leadership and service in human resource management to assist the public service to effectively deliver programs and services to British Columbians.

**Goals / Objectives**

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**Goal 1 - To provide leadership in corporate human resource policy issues.**

**Objectives:**

- To support enhanced accountability
- To increase the representation of visible minorities, aboriginal people, people with disabilities and women in non-traditional occupations in the public service.
- To encourage the hiring, development and retention of young people
- To position government to deal with issues related to changing workplace demographics and changing service delivery models

**Goal 2 - To provide efficient and effective human resource services and ministry support.**

**Objectives:**

- To support a competent public service through continuous learning
- To ensure a safe and healthy workplace for employees
- To successfully renegotiate expired agreements with employees groups within the mandate
- To administer collective agreements in an efficient manner that protects the collective interests of the ministries and ensures consistent application
- To continue to improve the efficiency and effectiveness of the Commission

**Goal 3 - To effectively monitor and assess provision of delegated human resource functions:**

**Objectives:**

- To ensure staffing, classification and compensation, occupational health and safety, employment equity and workforce adjustment policies are appropriate across government
  - To build capacity to effectively monitor and assess provision of delegated human resource functions
  - To improve the efficiency of human resource practices where possible
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**Government of the Northwest Territories : Human Resource Management Study**

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**Programs**

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Labour Relations

Labour Relations  
Negotiation Services

**Classification, Pay & Benefits**

Classification & Organization  
Application Development & Implementation  
Benefits Policy & Payroll Services  
Occupational Health & Safety  
HR / Payroll Operations  
Government Employee Health Services  
Illness & Injury Benefits  
Employee & Family Benefits

**Human Resource Development**

Staffing  
Equity & Diversity  
Finance and Administration  
Organizational Support  
HR Policy, Planning and Workplace Innovation

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*SOURCE: Public Service Employee Relations Commission Performance Plan 2000/01, Public Service Employee Relations Commission Annual Report 1998/1999*

## Jurisdiction: Saskatchewan

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Population: 1,023,600 (Nov. 2000)

Size of Public Service: 10,526 Employees

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### Agency & Resources

Saskatchewan Public Service Commission

FTEs: 115 (Mar. 2000)

Budget: \$8,570,105 (1999/00)

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### Legislation & Mandate

The Public Service Act, 1998

Mandate:

The Public Service Commission is the independent agency responsible for leading effective human resource management in government and representing the public interest in the administration of *The Public Service Act, 1998*.

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### Vision Mission

**Vision:** The vision for the Saskatchewan public service is that it will be:

a preferred employer that attracts and retains people with talent, commitment and innovative ideas;  
acknowledged for its effective human resource management policies and practices;  
respected for its attitudes, knowledge and skills;  
dedicated to providing quality, affordable services that Saskatchewan citizens need; and  
representative of the diversity of the province.

**Mission:** Our mission is providing leadership and service in human resource management to assist government in the effective delivery of its  
mandate for the people of Saskatchewan.

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**Goals / Objectives**

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**Human Resource Development**

**Goal 1** – To manage a strategic recruitment and selection process for government.

**Goal 2** – To continue development and implementation of in-scope and out-of-scope staffing standards and to work in partnership with departments to develop assessment tools.

**Goal 3** – To continue to implement and refine the learning and development strategy to enhance management capability and support the strategic direction of executive government.

**Goal 4** – To lead the implementation of improved human resources processes and systems based on a strategic review of the human resource function.

**Goal 5** – To increase the representation of the four designated employment equity groups in the public service by eliminating barriers and implementing special measures to enhance the recruitment, retention and promotion of designated group members.

**Goal 6** – To provide an effective, cost-sensitive Employee and Family Assistance Program (EFAP) for departments, employees and eligible family members. The program includes professional assessment, referral and intervention services; preventative/wellness learning events; and information and analysis about program utilization.

**Administration, Information Services and Policy**

**Goal 1** – Effective and efficient administrative, financial and human resource services support

**Goal 2** – To effectively and efficiently manage and operate the Commission's internal information technology systems and the government-wide human resource information systems (HRS and IPS)

**Goal 3** – To provide strategic communications planning and leadership to the PSC to assist the Commission to achieve its core goals and objectives.

**Goal 4** – To provide corporate policy direction and leadership within Executive Government.



**Goals / Objectives Cont'd.**

**Employee Relations**

**Goal 1** – To develop new equal pay for work of equal value in-scope job evaluation plans.

**Goal 2** – To provide responsive and effective classification services within established quality standards.

**Goal 3** – To research and develop policy with respect to compensation issues and to administer compensation plans.

**Goal 4** – To represent the employer in its collective bargaining relationship with public sector unions and in the administration and

application of  
the collective agreements with SGEU and CUPE-600 and provide labour relations advice and services to  
management in support of  
programs operations.

**Goal 5** – To initiate joint union/management undertakings to maintain positive and cooperative union-management relations.

**Goal 6** – To honour and complete a long-standing collective bargaining commitment to conduct scope review of out-of-scope  
positions in  
Executive Government.

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**Programs**

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**Human Resource Development**

Management Development

HR Planning

Staffing Services

Saskatoon Regional Office

Student Employment

Employee and Family Assistance Program

Employment Equity

Core Competency and Assessment

**2. Administrative and  
Information Services**

Information Systems

Communications

government Records Management

Human Resource Services

Financial Services

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## ***Government of the Northwest Territories : Human Resource Management Study***

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Administrative Services

### **3. Strategic Human Resource Policy**

Strategic Human Resource Policy  
Commissioners' Support  
Planning

### **4. Employee Relations**

Collective Bargaining  
Grievance & Arbitration  
Compensation & Benefits  
Classification Plan Development  
Classification Services  
Contract Interpretation

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*SOURCE: Saskatchewan Public Service Commission Annual Report 1999-2000*

## **Ontario**

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**Population:** 11,669,300 (Nov. 2000)

**Size of Public Service:** 64,377 employees (1998/99)

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### **Agency & Resources**

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Ontario Civil Service Commission & Management Board Secretariat

**FTEs:** (Not Available)

**Budget:** (Not Available)

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### **Legislation & Mandate**

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The Public Service Act  
Management Board of Cabinet Act

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## ***Government of the Northwest Territories : Human Resource Management Study***

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### **Mandate:**

An independent authority and non-partisan body, the Commission is responsible for ensuring the application of the merit principle within the public service, specifically in the senior management ranks. The Commission operates as a tribunal. The tribunal carries out the drafting of regulations and has adjudicative powers which, in law, cannot be delegated. More specifically, responsibilities of the Commission are to:

recommend regulations relating to a wide range of human resource management issues affecting salaries, classifications, recruitment, benefits and hours of work, subject to the approval of the Lieutenant-Governor in Council;  
approve appointments, overage appointments and assignments;  
consider a wide variety of staffing and recruitment actions, including salaries for individuals and appointments at the SMG-3 level.

The MBS, Human Resources Division, carries out the programs for the CSC (see below).

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### **Programs (MBS, Human Resources Division)**

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#### **Staffing and Development**

Develop policies, programs and systems for example staffing, learning and development, employment transition, health and safety and equal opportunity  
Provide expertise, consultative advice, tools, and resources to ministries, corporate projects and central agencies on implementation of the HR Plan for the OPS and related initiatives  
Supporting collective bargaining

#### **Compensation Services**

Develop corporate policies and initiatives concerning employee's total compensation package in the OPS  
Manage relations with insurers and operate the benefits appeals committees  
Develop compensation policy and provide ministries with interpretation of compensation matters  
Provide professional actuarial services to the Government of Ontario in respect of the financial management of public sector pension and insured benefit plans, labour and collective bargaining activities, and policy development.

#### **Corporate Labour Relations/Negotiations**

Develop corporate policies and initiatives concerning labour relations and labour-management consultation in the OPS  
Represent the Crown as the employer in all collective bargaining  
Supporting ongoing union-management negotiations  
Providing advice/assistance to ministries on a full range of labour relations issues  
Coordinating OPS grievances  
Interpreting collective agreements and Labour Relations issues.  
Collection and analysis of external broader public sector and OPS market data and social economic and demographic conditions that affect and influence the compensation practices and conditions of employment in the OPS

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## **Government of the Northwest Territories : Human Resource Management Study**

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Respond to external inquiries regarding OPS compensation

Support the Negotiations Secretariat in negotiations

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*SOURCE: Ontario Civil Service Commission Annual Report*

## **Government of Canada**

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**Population:** 30,750,100 (Nov. 2000)

**Size of Public Service:** 333,083 Employees (including the RCMP, Military Personnel, and Misc./Other)

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### **Agency & Resources**

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Public Service Commission (PSC)

**FTEs:** 1,369 (Mar. 2000)

**Budget:** \$117,419,000 (1998/99)

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### **Legislation & Mandate**

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*The Public Service Employment Act (1968)*

*The 1993 Public Service Reform Act*

**Mandate:** The Commission administers the provisions of the *Public Service Employment Act*.

The corporate-level strategic objectives of the PSC are, within its legislative mandate, to assist in providing Canadians with:

- a highly competent, non-partisan, professional Public Service appointed on the basis of merit;
  - a representative Public Service workforce;
  - a Public Service which builds on its competencies through development and continuous learning;
  - the recognition and sustaining of a non-partisan Public Service as a cornerstone of the governance system; and
  - a PSC which is an independent champion and steward of the *Public Service Employment Act* principles governing a professional Public Service, in the public interest.
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### **Vision / Mission**

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**Vision:** To be a key partner in shaping an effective and respected Public Service for Canadians.

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## **Government of the Northwest Territories : Human Resource Management Study**

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**Mission:** The mission of the Public Service Commission is to:  
maintain and preserve a highly competent and qualified Public Service in which appointments are based on merit; and  
ensure that the Public Service is non-partisan and its members are representative of Canadian society.

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### **Programs**

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#### **Resourcing and Learning**

Program development  
Administration of staffing priorities  
Recruitment and promotion  
Diversity and employment equity initiatives  
Maintain exchange and development Programs for the Executive group  
Deliver language training and professional development for non-executives  
Deliver employment equity initiatives and corporate development programs on behalf of Treasury Board

#### **Policy, Research and Communications**

Strategic analysis  
Research and environmental scanning  
Monitoring, assessment and review of PSC policies and programs  
Monitoring of the health of the Public Service as a whole  
Liaison with various stakeholders  
Communication services on behalf of the PSC

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### **Programs**

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#### **Recourse**

Provide independent recourse processes in support of the merit principle  
Promote the application of merit, fairness, equity and transparency, through effective intervention and education.  
Hearing appeals against alleged breaches of *The Public Service Employment Act and Regulations*  
Investigate complaints and irregularities in the resourcing processes that are not subject to appeal  
Investigating complaints of harassment in the workplace  
conciliating settlements where complaints are upheld  
Provide training, advice and assistance to departments, unions, other organizations and individuals

#### **Corporate Management**

Provide central services and systems in support of corporate management and all PSC program activities.

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## **Government of the Northwest Territories : Human Resource Management Study**

*SOURCE: Public Service Commission Annual Report 1999-2000, Public Service Commission of Canada Performance Report Mar. 31, 1999*

### **Manitoba**

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**Population:** 1,147,900 (Nov. 2000)

**Size of Public Service:** 13,000 Employees

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#### **Agency & Resources**

Public Service Commission (PSC)

**FTEs:** 70 (Mar. 2000)

**Budget:** \$2,800,000

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#### **Legislation & Mandate**

The Civil Service Act

**Mandate:** The Commission ensures effective development and delivery of a comprehensive human resource management service consistent

with the terms of *The Civil Service Act*, responsible to general government policy and supportive of departmental and/or broad organizational goals.

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#### **Vision / Mission**

**Vision:** To be a highly effective, professionally competent, representative and sustainable Civil Service workforce contributing to Manitoba's quality of life.

**Mission:** Corporate leadership to the management, direction and implementation of human resource strategies, policies and services that meet the needs of executing government and anticipate the demands of a constantly changing environment.

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*SOURCE: Manitoba Civil Service Commission*

## New Brunswick

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**Population:** 800,000 (Nov. 2000)

**Size of Public Service:** Approx. 40,000 Employees

The Public Service includes Parts I (Government Departments), Parts II (Teachers), Parts III (Hospitals) and Part IV (Corporations). Part IV is responsible for all aspects of HR Management for their respective corporation. As well, employment in Parts II, III and IV is not within the Civil Service.

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### Agency & Resources

Corporate Human Resources Management Division (Ministry of Finance)

**FTEs:** 85 (2000/01 Main Estimates)

**Budget:** \$6,078,000 (2000/01 Estimates)

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### Legislation & Mandate

#### *The Civil Service Act*

The Board of Management is appointed under the Financial Administration Act.

Section 5(1) of the Financial Administration Act empowers the Board of Management in matters relating to the administrative policy, organization, and personnel management of the public service.

The Board of Management has delegated the authority for most matters relating to the administrative policy, organization, and personnel management of the public service to the Chairman of the Board of Management. The Minister of Finance serves as Chairman of the Board of Management.

The Board of Management makes regulations relating to the *Civil Service Act* respecting the standards and procedures to be followed in recruitment, selection, appointments, eligibility lists and probation ( Section 42(a), (b), (c) and (e)).

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### Vision / Mission

**Mission:** To support and promote the effective and efficient management of the human and financial resources of the government and to provide

effective, efficient and courteous service to the citizens of New Brunswick.



## **Government of the Northwest Territories : Human Resource Management Study**

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### **Goals / Objectives**

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The department's current goal for human resource development is to improve individual and organizational effectiveness to achieve optimum results.

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### **Programs**

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#### **Compensation and Staffing Policy Branch**

This branch develops and administers pay plans, pay policies, job evaluation methodologies and the classification system for Part I of the public service. The branch also manages the staffing function for the civil service and develops and administers the corporate human resource policies.

#### **2. Executive Development and Corporate Learning**

This branch provides deputies and departments with executive development, learning and consulting services. A range of learning events and courses is offered for managers, and for employees at all levels in the organization, consistent with corporate human resource strategy.

The branch provides secretarial support to the Deputy Ministers' Committee on Human Resource Management and administers the executive reassignment process.

#### **3. Human Resource Information Branch**

This branch supports the human resource and payroll functions throughout Part I by providing automated tools ensuring that these activities are performed efficiently, effectively and consistently. This technology (primarily the HRIS system) supports operational functions. It also provides management information for both line department and corporate managers. The branch is also responsible for all corporate payroll functions.

#### **Labour Relations Services Branch**

This branch is responsible for negotiation, interpretation and administration of collective agreements covering all unionized employees in Parts I, II and III of the public sector. It provides labour relations training and administers the Harassment in the Workplace Policy which covers all government employees.

#### **Official Languages and Workplace Equity Branch**

This branch provides strategic orientation and co-ordination supporting official languages and workplace equity throughout the New Brunswick public service. The branch develops and promotes tools and practices aimed at ensuring that members of the public are able to access government services in the language of their choice. It also administers programs aimed at ensuring that women, natives, persons with disabilities and visible minority persons have equal access to employment, training and promotional opportunities in the New Brunswick public service. The branch administers the following programs:

Official languages  
Equal Employment Opportunity Program  
Employment Equity Program for Women

#### **Public Service Employee Benefits Branch**

This branch administers legislated and negotiated pension plans for most public service employees including schools and hospitals and insured benefits programs including Employee and Family Assistance Program. It manages policies and special programs such as retirement allowance policy and early retirement programs. The branch also plays a coordinating role with respect to workers' compensation benefits. Benefits are administered using automated tools, primarily the Pensions and Insured Benefits Administration (PIBA) system. Benefits information is provided directly to employees through PIBA and through the Internet with a long term view for employee self-service.

#### **Management Services Branch**

This branch provides management consulting services and policy advice to the Department of Finance and other government departments and agencies.

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*SOURCE: Corporate Human Resource Management Division, Ministry of Finance*

## **Prince Edward Island**

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**Population:** 138,900 (Nov. 2000)

**Size of Public Service:** Nov. 2000 Estimate: Approx. 8,500 Employees (3,000 Civil, 3,000 Health Care, 2,500 Education).

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#### **Agency & Resources**

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PEI Public Service Commission

**FTEs:** 66 (Nov. 2000)

**Budget:** \$5,382,800

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#### **Legislation & Mandate**

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The Civil Service Act

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## *Government of the Northwest Territories : Human Resource Management Study*

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**Mandate:** The PEI Public Service Commission is an independent and impartial agency responsible for the delivery of staffing, classifications,

personnel, employee assistance, occupational health and safety, employee benefits and learning services.

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### *Vision / Mission*

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**Mission:** We are committed to leading organizational growth in the personal and professional development of people through the provision of

proactive human resource consulting with public service organizations and leaders. We are a recognized employer of choice that

inspires learning in an open and innovative environment that is energetic and exciting for all employees. We are a forward thinking,

progressive and integrated organization that demonstrates a relentless commitment to quality in fulfilling the needs of our clients.

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### *Programs*

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#### **Employee Relations**

The division is responsible for the development and administration of the classification system and the assignment of jobs to specific classification levels. The division advises and assists in organization design, job description writing, and compensation research. This division is also responsible for the administration of employee benefits and personnel services.

#### **Policy and Planning**

The Policy and Planning Division has responsibility for human resource planning, policy development, employment equity/diversity, and the management trainee program. The Division works closely with government departments and the health regions in the coordination and delivery of service.

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### **Staffing**

The PEI Public Service Commission provides staffing services to provincial government departments and agencies, five regional health authorities and other public sector employers as required. Staffing services are provided to the various employers, in accordance with hiring practices as outlined in legislation, regulation and collective agreements. The Commission provides consultation to employers in relation to staffing issues. Recruitment of permanent, temporary and casual staff for employers is primary responsibility of the Commission. Selection of qualified staff for required positions is performed in collaboration with the employer, using a process of candidate screening, testing (if required), interviewing, referencing and appointment based upon fairness, impartiality and consistency. Applicants are offered the opportunity of feedback on their application so that they may use this information for career development.

#### **Special Programs:**

Education and information sessions for applicants on how to prepare for a job search.

Sessions for employers on the staffing process including development of interviewing knowledge and skills.

Provision of service in both English and French.

Employment opportunities Programs to assist qualified individuals who have disabilities to attain employment.

Career Mobility and Enhancement enabling employees to access transfer, temporary assignment or secondment opportunities available within relevant jurisdictions.

### **Workforce Renewal**

The Workforce Renewal division is responsible for researching and facilitating the development and delivery workforce renewal programs and initiatives. The division provides a broad range of services through the Learning Centre, Employee Assistance Program, Occupational Health and Safety Program and the Language Training Centre.

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*SOURCE: PEI Public Service Commission*

